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A SURVEY OF THE METHODS OF SELECTION AND THE CONDITIONS OF
EMPLOYMENT OF PROVINCIALY EMPLOYED SUPERINTENDENTS
AND INSPECTORS OF SCHOOLS IN THE ENGLISH
SPEAKING PROVINCES OF CANADA

by

LEONARD P. SAMPSON

A DISSERTATION

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "A Survey of the Methods of Selection and the Conditions of Employment of Provincially Employed Superintendents and Inspectors of Schools in the English Speaking Provinces of Canada" submitted by Leonard P. Sampson in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

ABSTRACT

The major purpose of this study was to determine and analyze the methods of selection, and the conditions of employment of provincially-employed superintendents and inspectors of schools in the nine English speaking provinces of Canada. The study endeavoured, also, to determine the status of superintendents by surveying their general characteristics, their professional preparation and experience. The responses of 464 superintendents to a lengthy questionnaire provided the major source of data.

It appeared that the most valuable source of information concerning vacancies in the superintendency was that passed on by superintendents to potential candidates. More than half of the superintendents stated that they had been invited to join the provincial department.

The major criteria used by departments of education in making selections for the superintendency were those of age, experience and academic preparation. The median age at first appointment was found to be 39.1 years. Alberta, Saskatchewan, Ontario and Newfoundland gave consideration to younger men, while the other provinces appeared to prefer older men with considerably more experience. Less than one-fifth of the superintendents, at appointment, held a master's degree, and only 0.9 per cent had earned a doctorate.

In most provinces, many years of teaching experience were expected of candidates for the superintendency, and it appeared also, that both administrative and secondary school experience were pre-requisites for the position. Data revealed that the experience of most superintendents had been gained primarily in the rural areas and smaller towns of this country, and it appeared to be increasingly difficult to recruit qualified and capable men from the large city systems. No attempt was made by departments of education to recruit outside of provincial boundaries.

Two factors which were perhaps most easily recognized as affecting the work load of a superintendent were the geographical size of the superintendency, and the number of teachers to be supervised. There were, however, other factors. In the four Western provinces, the majority of superintendents were working with one, or at the most, two school boards. However, almost half of the superintendents in Canada were each working with more than twenty school boards. Many superintendents indicated that they were provided with quite inadequate clerical assistance.

Superintendent's salaries in 1961 ranged from a low of \$3,840, to a high of \$13,060. In many districts, there were several school principals earning salaries higher than those of their superintendent.

Superintendents expressed dissatisfaction with arrangements for educational leave. While many regarded vacation provisions as inadequate, the majority considered that existing pension plans were satisfactory.

The greatest job problem facing superintendents was that of recruiting and retaining teachers. The necessity of spreading oneself too thinly over many different jobs was considered to be the most undesirable aspect of the superintendency, while the variety in the work appeared to be the most desirable feature. To appoint more superintendents and reduce superintendency size was the suggestion for improvement most frequently made.

In most provinces, superintendency turnover did not appear to be a problem. The great majority of superintendents indicated that they enjoyed their work and intended to continue in it. Most indicated that if given the opportunity to begin again, they would chose the superintendency as a career.

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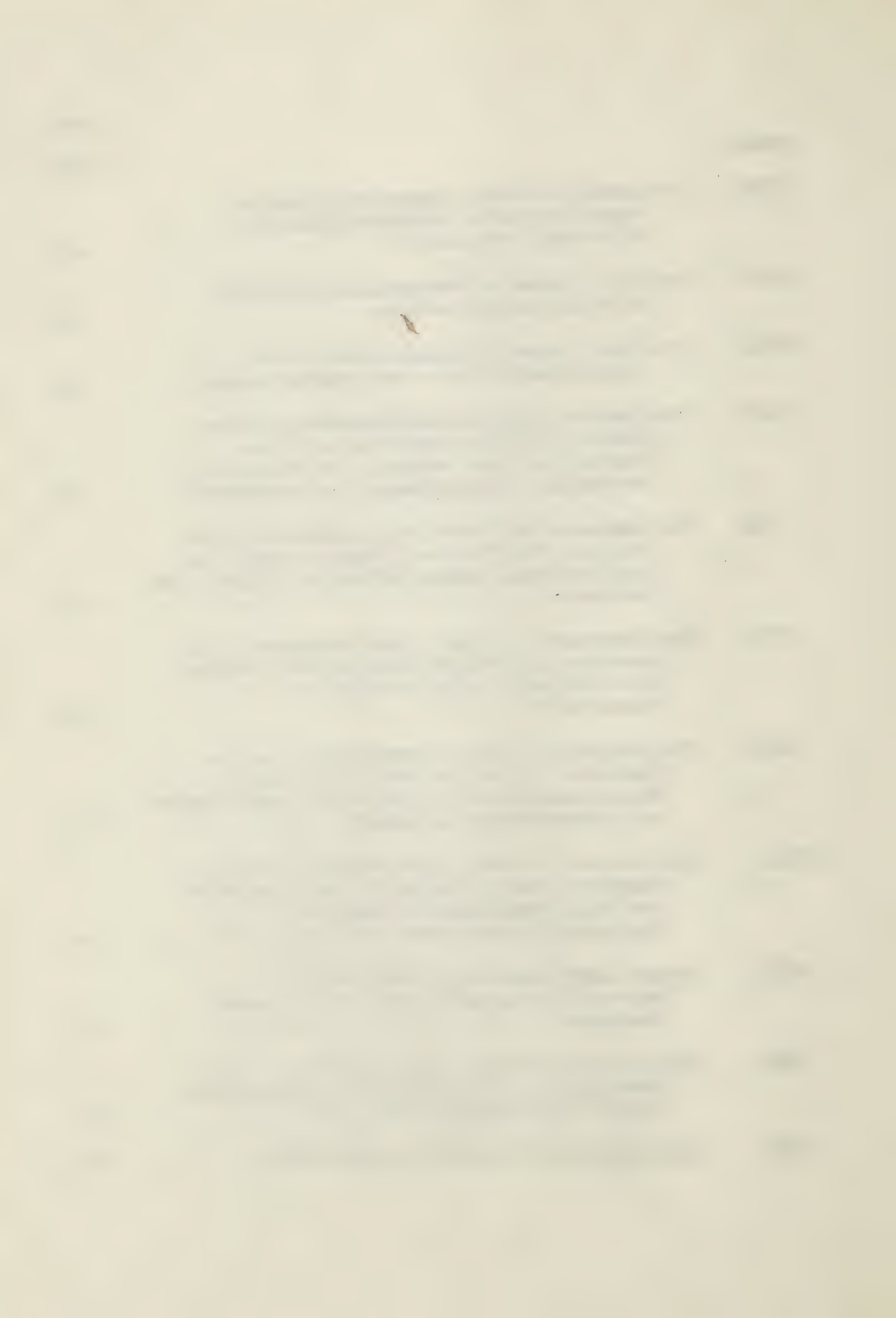


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VOLUME ONE

PART A

INTRODUCTION

PREFACE TO PART A

The position of the provincially-employed superintendent of schools in Canada has developed through a gradual process over the years. A superintendent's responsibilities vary with the province which employs him, the school boards whom he serves, and his own conception of the job he holds.

Perhaps the greatest task of the school superintendent is to develop within his district an effective organization which will serve to achieve the educational objectives both of the community and the provincial Department of Education for which he works. The superintendent must work with people, with ideas, and with things, and to keep a proper perspective of the three is a task which requires a high degree of educational statesmanship.

The activities encompassed by his job are varied, and broad general knowledge plus a multitude of special skills would appear to be attributes of those who are successful in the field. Changing concepts of his duties have had an effect, not only on the type of training necessary, but also on the amount of time available for performance of the tasks involved. While his duties are formulated by specific legal enactments, the superintendent of schools, to be successful, must do far more than the rules and regulations prescribe.

As Collins stated,

The job of the superintendent of schools in Canada involves much more than the administration and

interpretation of laws and regulations. The superintendent comes in contact with many groups, both within and outside the formal school system. These groups may have conflicting goals and purposes, and conflicting expectations of the superintendent. Even individuals within the same group may have different expectations of him. The superintendent, of course, has his own perceptions of his role.¹

One of the chief functions of the superintendent of schools is to provide leadership in educational planning. Through his vision and wise guidance a better educational program should emerge. Complexities of the modern school might well cause him to neglect his primary function and to assume a variety of duties not relevant to the improvement of the total educational program. The result of such misdirected energy might well be a poor educational program for the community with waste and inefficiency resulting. One who has not served as a superintendent of schools or has not had close contact with the field of school administration would have difficulty in understanding what a varied life the average school superintendent leads.

There has been a great deal of speculation as to how a man becomes a superintendent of schools in Canada. Who are our superintendents? How are such men selected? What are their backgrounds and qualifications? Under what conditions do they perform their tasks? These and other similar questions are ones that any Canadian might ask. Yet, strange as

¹C. P. Collins, "The Superintendent of Schools in Canada," Canadian Research Digest, Vol. I, No. 4, September, 1959, p. 182.

it may seem he would not come easily by the answers, because no one has prepared them. In this dissertation, therefore, an attempt is made to answer these questions.

The first chapter of this particular section contains the following parts:

- I. Statement of the problem and the sub-problem.
- II. Need for the study.
- III. Value of the study.
- IV. Limitations of the study.
- V. Definition of terms.

Chapter Two entitled, "Sources of Data," includes such topics as the following:

- I. Methods of research.
- II. Development of the Questionnaire.
 - (a) Selection of items.
 - (b) Format of the Questionnaire.
 - (c) The pilot study.
 - (d) Description of the final Questionnaire to
superintendents and inspectors.
- III. Selection of the respondents.
- IV. Procedures to encourage returns.
- V. Final returns.
- VI. Analysis of the data.
- VII. The Questionnaire to former superintendents and inspectors.
- VIII. Interviews.

CHAPTER I

THE PROBLEM

I. STATEMENT OF THE PROBLEM

The central problem of this investigation was to determine and analyze the methods of selection and the conditions of employment of provincially-employed superintendents and inspectors of schools in the nine English speaking provinces of Canada.

Statement of the Sub-Problems

I. One of the main purposes of this investigation was to identify the criteria, or bases for judgment, used in selecting superintendents and inspectors of schools across Canada. In determining the factors involved the following questions were raised:

- (a) What procedures for inviting applications are employed?
- (b) What methods are followed by the various departments of education across Canada in selecting superintendents and inspectors?
- (c) What criteria are used by departments of education in making selections?
- (d) How do those procedures and criteria, stated by departments of education as being their means for selection, actually compare with the policies as illustrated and indicated by superintendents and inspectors appointed to these positions?

II. Another important problem of this investigation was to study and examine the conditions of employment for provincially-employed Canadian superintendents and inspectors of schools. Within this frame of reference such working conditions as the following were examined:

- (a) Geographical size of the superintendency.
- (b) Supervisory load of superintendents.
- (c) Working hours of superintendents.
- (d) Clerical assistance for superintendents.
- (e) Superintendents' salaries.
- (f) Vacation allowances for superintendents.
- (g) Retirement and pension provisions for superintendents.
- (h) Educational leave for superintendents.

This phase of the study sought to determine also:

- (a) Those aspects of the work considered by superintendents to be desirable and those considered undesirable; and
- (b) the greatest job problems experienced by superintendents.

III. Closely related to the investigation of working conditions was the determination of the degree of job satisfaction experienced by superintendents. In the course of this part of the study the following questions were posed:

- (a) To what extent are superintendents satisfied with their positions?
- (b) What are the reasons for superintendency change?

- (c) To what extent are superintendents leaving the superintendency and why?

IV. The fourth broad sub-problem of this investigation was to survey the general characteristics, qualifications, preparation and experience of superintendents. Here, an attempt was made to build a profile of the provincially-employed school superintendent and inspector. In this section the following questions were raised:

- (a) What are the personal backgrounds of Canadian superintendents?
- (b) What is the extent and nature of their professional preparation and education?
- (c) What is the extent and nature of their teaching experience?
- (d) What is the extent and nature of their administrative experience?
- (e) Is there a career line for the "typical" superintendent and inspectors of schools in Canada?

II. NEED FOR THE STUDY

The administration and supervision of education in all provinces of Canada is carried out to a large extent by school superintendents and inspectors who are appointed by provincial departments of education. The exceptions to this are the many urban centres where school boards employ their own supervisory officials.

Although the position of the superintendent or inspector in Canada is well established, there appears to be a scarcity of research on how these educational administrators are selected. Because the supply of persons well qualified for the position is not always adequate, some departments of education may find the task of selecting a superintendent a difficult one. The need for more data concerning selection and an analysis of the factors and procedures used provide the motivation for this study.

Due to the wide variety of duties that is expected to be performed by him, selecting a superintendent is probably more important today than it ever has been.

An awareness of how superintendents can become forceful leaders and rising recognition of the importance of education and lay participation have made the superintendents' position more difficult than ever before. These factors demand that superintendents have competencies which were formerly not expected of them.²

Some justification for a study such as this has been expressed by Francis S. Chase, a former Director of the Midwest Administrative Centre, who stated in an article in 1951:

Status studies of superintendents of schools to reveal qualifications, processes of selection, salaries, tenure, functions performed are definitely needed. In order to improve the status of superintendents, it is first necessary to have a complete understanding of conditions as they exist.³

²Truman M. Pierce, "Competencies Needed for the Job," School Executive, Vol. 70 (January, 1951), p. 42.

³Francis S. Chase, "How Leaders are Collaborating to Improve Educational Administration," The Nation's Schools, 47: 45-46, May, 1951.

Hollis A. Moore, in his report on the Cooperative Program for Educational Administration, suggested:

The need is pressing for better educational administration. The status-type investigation for superintendents as well as for other school administrators provides accurate descriptions of present practices.⁴

The need for facts about the school superintendency in Canada has become increasingly evident in order to aid in the recruitment and selection of prospective administrators and to assist in the formulation of pre-service preparation and in-service education programs.

Nowhere is there sufficient evidence that school administration selection is well enough done to guarantee much better than random-selection success in getting the best people chosen for the position . . .⁵

Such a statement is an example of the concern that is being expressed over the selection and training of school administrative personnel. The periodical literature provides numerous instances of the need for more clearly defined concepts of administrator selection criteria as opposed to "rule of thumb" procedures.⁶ The overall picture appears to be vague and indistinct.

In one of his addresses given in connection with the C.E.A. - Kellogg project, Dr. George Flower urged,

that ways be found to continue the study of the role of the

⁴Moore, Hollis A., Jr., Studies in School Administration, A report on the C.P.E.A., Washington, D.C.: 1957, pp. 25 - 26

⁵Pacific Southwest Project in School Administration, School of Education, Stanford University, p. 5.

⁶R. F. Campbell, "Research and the Selection and Preparation of School Administrators", Educational Research Bulletin, 35: 29 - 33, February, 1956, p. 29.

Superintendent and Inspector, to produce not a blue print of the position to be adopted in all Canadian school administration areas, but rather a study of basic principles governing administrative organization and the nature of the work of the Superintendent or Inspector.⁷

Perhaps the clearest interest in a study such as this was provided in a letter written by J. C. Jonason of the Canadian Association of School Superintendents, stating,

The Canadian Association of School Superintendents and Inspectors is prepared to subsidize a suitable candidate in making a study of and in writing a thesis on "The Methods of Selecting and Conditions of Employment of Canadian Superintendents, Inspectors and Supervisors of Education". . . .

If there are graduate students in Education attending your university . . . who you feel would be interested in undertaking it, I would appreciate your bringing this offer of C.A.S.S.I. to their attention.⁸

Thus, the need for the kind of study with which this investigation is concerned stems from the lack of adequate information regarding the methods of selection and the working conditions of provincially-employed Canadian superintendents and inspectors of schools. While this investigation is limited to a study of those superintendents and inspectors provincially-employed, the value to be derived from the kind of information included is by no means diminished. In addition, the cumulative data presented in the study should provide a composite view of the administrative career which culminates in a superintendency

⁷G. Flower, "A Foreword," in G. L. Mowat (ed.) The Canadian Superintendent, Vol. V, 1957, p. 5.

⁸Statement by Dr. J. C. Jonason, Regional Vice-President, CASSI, in a letter to Dr. A. W. Reeves, Chairman, Division of Educational Administration, University of Alberta, Edmonton, November 22, 1959.

in Canada.

III. VALUE OF THE STUDY

There are several groups of people for whom information of the kind presented in this investigation may be of value. Chief superintendents of schools and deputy ministers of the various provincial departments of education could well use this information as a basis for improving their own selection procedures. In correspondence and in interviews with these officials such comments as the following made to the writer were typical:

. . . I hope to have the opportunity to read your dissertation when it becomes available, as I am very interested in your subject.⁹

Graduate schools of education may find the material in this study of assistance in organizing and planning courses to meet the needs of superintendents and inspectors. University professors advising future superintendents may derive considerable benefit from having acquired a knowledge of the opinions of superintendents regarding strengths and weaknesses in their pre-service preparation programs. In the graduate programs, certain factors which appear to be of importance in the administrative career of a potential superintendent may be made available to students. Of particular interest also to the graduate program in educational administration might be the profile and career lines of superintendents, as developed in this study.

⁹Statement by Mr. L. Bergstrom in a personal letter dated April 25th, 1962.

To the individual who contemplates an administrative career in the superintendency, a knowledge of the methods of selection and the conditions of employment of those who hold this position may be of value. Not only will factual knowledge about the position of the school superintendent aid in counselling young administrators, but it may also suggest to experienced teachers possible steps toward qualifying for and securing such administrative positions. As Toombs indicated:

One of the many interesting problems in educational administration, particularly to one intent upon entering the field, is centered in the question, "How does one become . . . a superintendent of schools in Canada?" If one asks this question . . . the answer more often than not stresses experience with academic improvement. The more astute personnel occupying these positions look to a fine balance between academic qualifications and teaching and administrative experience.

This of course prompts the obvious question, "How much experience and how much academic training is necessary?"¹⁰

By comparing his training, experience, inclinations and ambitions with the factors that are made known in this study, the aspiring superintendent may be aided in perhaps making a wiser decision than would otherwise be possible.

Finally, it is hoped that the Canadian Association of School Superintendents and Inspectors (CASSI) will find this investigation of value. In the letter of sponsorship endorsing this study and commending it to

¹⁰W. N. Toombs, "Administrative Requirements of Principals and Superintendents", Canadian Education and Research Digest, Vol. II, No. 1, (March, 1962), p. 55.

their membership the following statement appeared:

It is felt that this study will be one of great value and interest to all superintendents and inspectors across Canada The Canadian Association of School Superintendents and Inspectors is therefore requesting your earnest cooperation in this study.¹¹

IV. LIMITATIONS OF THE STUDY

Information for this investigation was secured from many sources and it is no more reliable than the accuracy of the records that were used.

The study is limited to those provincially-employed superintendents and inspectors of the nine English speaking provinces of Canada. Superintendents and inspectors employed by local school boards have been excluded from this study.

Those supervisors of industrial arts, vocational and technical education, home economics and guidance services in the various Canadian provinces operating at the secondary or high school level have been excluded from this study, with the exception of those from the Province of Ontario. In most of the provinces, the duties and areas of responsibility of these one or two officials are quite different from those of the rest of their colleagues, for the latter are assigned to a specific district or location in their province. In Ontario, however, it has been the practice to employ a larger number of centrally located secondary school staff inspectors, in addition to these secondary school inspectors who

¹¹Statement by V. N. Ames in the CASSI Letter of Sponsorship.

are assigned to specific regions. Because of the greater number involved in this province (a total of fifteen staff inspectors plus another eleven district inspectors), it was felt that information on this large group would be of value for this study.

Those educators in Nova Scotia employed by the provincial government, and designated Supervisors of Schools, who, in effect, act as assistants to the county inspectors have not been included in this study; neither have the assistants to the county superintendents in the province of New Brunswick. No data have been gathered from those district and regional superintendents of schools working in the Northwest Territories and employed by the Department of Northern Affairs and Natural Resources. It had been the original intention to include the provincially-employed inspectors of the Province of Quebec in this study. Consequently, trial questionnaires were sent to several men in this province. These were returned duly completed, but with the added suggestion that the questionnaire be printed in French for the benefit of the majority of Quebec respondents. Acting on this advice, the questionnaire was translated into French in its entirety, together with accompanying letters and directions. Each of the Quebec inspectors, (a total of 173 officials) received two copies of the questionnaire; one copy in French and the other in English. This enabled each inspector to respond in the language of his choice. However, because of the very small percentage of returns from inspectors in Quebec it was decided, after much consideration, to confine the study to inspectors of the nine English speaking provinces. Therefore, no data from Quebec province were recorded in this study.

The use of the questionnaire as a technique in research has certain inherent limitations which are generally recognized. These limitations may be due in part to personal bias, indifference or ambiguous responses. Meanings intended by certain items may not be accurately conveyed to certain respondents. Where opinions and attitudes in this questionnaire have been solicited, the replies, no doubt, will have been based largely on experience and observation. Some respondents may have concealed their true feelings and expressed socially acceptable opinions. Commenting on this aspect recently, Nash said,

A common type of respondent is the one who, consciously or unconsciously, strives to give the answer he thinks the investigator wants.¹²

It is therefore recognized that the use of the questionnaire as a means of securing data does lead to a degree of subjectivity which makes it difficult to ascertain the accuracy of the answers. Andrews, in discussing opinionnaires, directed a general criticism which may have some relevance to sections of the instrument used in this study when he stated:

A general criticism applying to all opinionnaires should be considered This is the fact that the form of the opinionnaire and the wording of the items is unlikely to coincide with the way in which any given individual has his own opinions mentally organized. If there is a large difference between the frame of reference of the instrument and of the individual there will inevitably be distortion of the opinions of the individual. The

¹²P. Nash, "The Future of Educational Research in Canada: A Critique", Canadian Education and Research Digest, Vol II, No. 3, (September, 1962), P. 164.

usual symptom of the presence of this effect is a feeling of frustration on the part of the respondent.¹³

The failure of seventeen superintendents and inspectors to cooperate and respond to the questionnaire is a further limitation. It is realized that some who received the questionnaire may have felt that the questions were too personal, although the respondents were assured that their replies would remain confidential. Some of the participants may have felt inadequate to answer some of the questions because of the difficulty of remembering details after a lapse of time. In some cases many years had lapsed between some superintendency changes and the time the questionnaire was received. The length of the questionnaire may also have deterred some recipients from responding. The fact that all superintendents and inspectors did not return the questionnaire, however, does not prevent the returns (96.5 per cent response) from being considered representative of the group.

The study was further limited because some superintendents and inspectors did not give all of the information requested for each part of the questionnaire. Although every effort was made to secure this information, in a few cases it was not obtained.

Information concerning former inspectors and superintendents who were no longer serving in that capacity is limited to the accuracy and the interest of those persons who returned their questionnaires.

¹³John H.M. Andrews, Tasks of Alberta Schools: Public And Professional Opinion, (Division of Educational Administration, University of Alberta, Edmonton, 1959), p. 6.

Death had removed some of these former superintendents and several others could not be contacted because they were residing in other parts of the world and their exact whereabouts was unknown.

V. DEFINITION OF TERMS

One of the most confusing aspects in any study of the superintendency in Canada is the great variety of nomenclature used in classifying the superintendent. In Table I are indicated the numerous designations accorded to school superintendents within the nine English speaking provinces of Canada. Despite the variety in title, however, superintendents in Canada may be classified within two broad categories according to whether they are:

1. employed by a provincial government, or
2. employed by a local board.

As already indicated this investigation has been confined to those superintendents provincially-employed.

Superintendent.

For the purposes of this study the term superintendent refers to the provincially-appointed superintendent of schools or the provincially-appointed inspector of schools. In the case of Newfoundland, it refers to the district school supervising inspector who is usually simply referred to as "supervisor" in that province.

TABLE I

CLASSIFICATION OF CANADIAN SUPERINTENDENTS ACCORDING
TO PROVINCE AND EMPLOYING BODY¹⁴

Employing Body	Type of Superintendent	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.
Local School Board	Director of Education					X				
	Superintendent of Public Schools					X				
	Superintendent of Secondary Schools					X				
	Superintendent of Schools	X	X	X	X		X	X	X	
	Inspector of Public Schools					X				
	Superintendent of Schools	X	X	X			X		X	
Provincial Government	Inspector of Schools							X		
	Inspector of Public Schools				X	X				
	Inspector of Separate Schools					X				
	Inspector of Secondary Schools		X			X				
	High School Superintendents			X						
	*District School Supervising Inspector									X

* Usually referred to simply as "Supervisor".

¹⁴ Adapted from D.S. Lawless, "The Varying Responsibilities of the Canadian Superintendents", The Canadian Superintendent, 1959 Yearbook, The Canadian Association of School Superintendents and Inspectors, (Toronto: The Ryerson Press, 1959), p. 12.

Inspector

For the purposes of this study, the term inspector is used synonymously with that of superintendent.

Superintendency

Superintendency means the position of superintendent.

Inspectorate

Inspectorate means the position of inspector and is used synonymously with the term superintendency.

Throughout this study reference is made to many of the supervisory positions held in each of the nine English speaking provinces. Not all of the positions referred to in Table I are dealt with in this investigation but, for clarification, the following distinctions in terminology should be made.

Provincially-Employed Superintendent

Provincially-employed superintendents are members of the Civil or Public Service and are employed by the provincial government. Provincially-employed superintendents of schools are found in the five provinces of British Columbia, Alberta, Saskatchewan, New Brunswick, and Prince Edward Island.

Provincially-Employed Inspector of Schools

In the provinces of Manitoba, Ontario and Nova Scotia are found provincially employed inspectors of schools. With certain important differences in function these inspectors may be regarded as superintendents of schools.

Secondary School Inspector

In the provinces of Ontario and Alberta are found inspectors of secondary schools, provincially-employed. Their inspectoral and other duties are concentrated at the high school level. In the province of Saskatchewan, such an official is given the title of "superintendent of high schools".

Roman Catholic Separate School Inspector

Roman Catholic Separate school inspectors are found in the province of Ontario only. These inspectors are responsible for the inspection of all the elementary separate schools in their particular district of the Province. They may also be asked at times to perform inspectoral duties in certain public elementary schools of the area to which they are assigned.

Locally-Employed Superintendent

Locally employed superintendents are those superintendents appointed and employed by a school board in the municipality concerned. Locally-employed superintendents are found in the major centres of all Canadian provinces with the one exception of Newfoundland.

Former Superintendent

A former superintendent refers to an official who was at one time a superintendent provincially-employed, but who left the superintendency between the years of 1956 and 1960. The term former inspector is used synonymously with the term former superintendent.

The Employment Process.

The employment process refers to the procedures which take place when superintendents make applications for positions, are screened, selected and finally appointed by provincial departments of education.

Criteria of Selection.

Criteria of selection are defined as those standards established formally or informally by a department of education, and which are to be met by a candidate during the selection process. Some of the criteria considered in this study are those of age, academic preparation, teaching and administrative experience.

Tenure.

Tenure indicates the term of office, or the number of years that a superintendent has been in the same superintendency. It is also used in this study to indicate security against arbitrary dismissal.

Leave of Absence.

A leave of absence is a period of excusal from regular duties granted to a provincial employee in accordance with established practices of the province.

Sabbatical Leave.

A sabbatical leave is a leave of absence granted after the completion of seven or more years of consecutive service in the province for the purpose of personal improvement through study, travel, or a combination

of both, which, it is expected will be of future benefit to the province.

Career Lines of Superintendents.

Career lines of superintendents refer to the sequence of positions a superintendent has held in the process of moving through the ranks of teaching and administrative positions to the superintendency.

School Board

The term school board will be used throughout this dissertation to designate any board in control of schools in Canada. While other terms such as "board of school trustees", "board of education" and "school commissioners" are employed in Canada, the term "school board", or simply "board" will be used throughout this study.

CHAPTER II

SOURCES OF DATA

I. METHODS OF RESEARCH

From rather extensive reading in preparation for the present study, as well as reading for required courses in educational research, it was recognized that the present study could be most feasibly undertaken through the use of the survey method of research. Several writers,^{1,2,3} have recognized the survey method as being an acceptable means of conducting research. The extensiveness of the data desired as well as the vastness of the geographical area to be covered in this study, and the large number of anticipated respondents made it practical from a financial and time-consuming standpoint to use this data gathering technique primarily. Accordingly, completed questionnaires from 464 superintendents across Canada was the major source of data for this investigation.

Other sources of data used in this study were the following:

- (a) Personal interviews with many provincially-employed superintendents from the various provinces of Canada.

¹W. S. Monroe, Encyclopedia of Educational Research, (New York: The Macmillan Company, 1950), p. 948.

²Carter V. Good and Douglas E. Scates, Methods of Research, (New York: Appleton - Century - Crofts, Inc., 1954), pp. 606-607.

³Leonard V. Koos, The Questionnaire in Education, (New York: The Macmillan Company, 1928), p. 68.

- (b) Structured interviews with the deputy ministers and chief superintendents of schools of the English speaking provinces of Canada.
- (c) Structured interviews with the presidents of the provincial school inspectors' association from five of the Canadian provinces.
- (d) Personal correspondence with deputy ministers and chief superintendents of schools of each of the nine English speaking provinces.
- (e) Annual reports of the various departments of education.
- (f) School Acts and Regulations of the various provincial law making bodies.
- (g) Doctoral dissertations and master's theses related to the various aspects of the school superintendency in the United States and Canada.
- (h) The yearbooks of both the Canadian Association of School Superintendents and Inspectors, and the American Association of School Administrators.
- (i) Books on educational administration which discuss the duties of the school superintendent, his qualifications, experience,

background, working conditions and methods of selection.

- (j) Articles in periodicals and pamphlets concerning the working conditions, the selection and the qualities required of a school superintendent.

II. DEVELOPMENT OF THE QUESTIONNAIRE

Selection of Items

A thorough review was made of text books, theses, dissertations and periodicals dealing both directly and indirectly with superintendent selection, qualifications, and working conditions. Lists of characteristics that are reportedly desirable attributes of a superintendent were studied. Superintendents' duties were analyzed for possible clues as to significant items for inclusion in the proposed questionnaire which was prepared largely on the basis of information secured from all of the above literature, together with the writer's short personal experience as a provincially-employed superintendent. By consolidating many specific items suggested by the above sources under a few major general headings, a trial questionnaire was developed.

Format of the Questionnaire

Since the questionnaire method of gathering data has certain weaknesses for conducting investigations, it was felt that every attempt should be made to strengthen the validity of the instrument. The literature in this field was reviewed carefully and, as a result, certain recommendations of researchers were followed.

The majority of the questions were arranged so that a check mark in the appropriate space was all that was required. This not only permitted the respondents to supply the needed information easily, but as each of these questions had been coded beforehand, the data obtained were then easily transferable to IBM cards. In referring to the checklist type response Koos states:

A type of response not unlike the yes-or-no type in its simplicity is that of checking the item or items in a series which best describe a practice or best express one's preference. However, it tends to correct the deficiencies of the yes-or-no type by opening up a wider array of alternatives from which to select and at the same time avoiding restriction to positive and negative responses.⁴

He further states:

The checking type of response has the advantage over some of the others that it helps to reduce to negligible proportions the writing required of respondents. This is a strong argument in its favor with those who dislike to make extended written answers to questions, and the use of the type can, therefore, affect favorably the proportionate return of questionnaires.⁵

Several open-ended questions were included in the questionnaire, however, because it was considered advisable to encourage superintendents to reflect upon the questions and to express their own ideas and opinions.

The Pilot Study

It was decided that the instrument should be subjected to a trial

⁴Leonard V. Koos, The Questionnaire in Education, (New York: The Macmillan Company, 1928), pp. 82 - 83.

⁵Ibid., p. 85

study before being finally distributed. Koos recommends this when he says:

many questionnaires would be much improved before finally being put in use if they were first subjected to a trial use on a small number of respondents.⁶

A trial questionnaire, together with a letter explaining the purposes of the pilot study was therefore submitted to a group of forty superintendents and inspectors representing the nine English speaking provinces of Canada. The majority of these forty men had attended the C.E.A. - sponsored Superintendents' Short Course held at Banff during May, 1960, and were superintendents and inspectors with whom the investigator was acquainted. The remainder were colleagues of the writer living in Alberta. Appendix A, therefore, contains the names of those forty superintendents and inspectors who comprised the pilot study. They were asked to check the mechanics, directions, clarity and vocabulary of the instrument in order to determine that each item could be readily understood by the superintendents and inspectors in their provinces. In addition, they were asked to study, analyze, and complete the questionnaire itself, as well as to criticize and make suggestions for its improvement. Table II indicates the high rate of return of these trial questionnaires.

As a result of this trial study several minor changes were suggested and a few questions raised about statements which were not easily understood. The suggestions of this group were analyzed and some further minor revisions were made in the instrument. Finally, in April, 1960, the

⁶Ibid., p. 117.

TABLE II

DISTRIBUTION AND RETURN OF TRIAL QUESTIONNAIRES

	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. NFLD. TOTAL
Number of trial questionnaires sent	4	10	9	4	6	1	2	2 40
Number of completed trial questionnaires returned	4	10	9	4	6	1	2	2 40
Percentage of completed trial questionnaires returned	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0 100.0

questionnaire was considered satisfactory and the instrument was prepared for distribution.

Description of the Final Questionnaire to Superintendents and Inspectors

The final draft of the Questionnaire to Superintendents and Inspectors⁷ contained the following twelve parts or sections:

- Part One - Personal.
- Part Two - Preparation.
- Part Three - Experience.
- Part Four - Reasons for Entering the Superintendency or Inspectorate.
- Part Five - Means of Finding out About Vacancy.
- Part Six - Duties.
- Part Seven - Desirable and Undesirable Aspects.
- Part Eight - Working Conditions.
- Part Nine - Hours of Work.
- Part Ten - Salaries.
- Part Eleven - Degree of Satisfaction.
- Part Twelve - Factors Involved in Superintendency or Inspectorate Change.

III. SELECTION OF THE RESPONDENTS

The two criteria used for selecting respondents to a questionnaire,

⁷See Appendix B.

as set forth by Koos, were accepted. These criteria are (1) ability, and (2) willingness. Concerning this subject Koos says:

. . . the researcher is constantly confronted with need of criteria adequate for the appraisal of questions and questionnaires. After experimenting at different stages of this inquiry with a variety of criteria, it is the belief of the present writer that two he has hit upon will serve as well as any others that have occurred to him. These are (1) ability and (2) willingness, that is ability and willingness of the persons approached to make reliable answers.⁸

The respondents to whom questionnaires were mailed in this study were current superintendents of schools provincially-employed. It was therefore assumed that they would have the ability to make reliable answers to the questions, and would be able to understand quite readily the terminology of the questionnaire as well as the questions themselves.

The chief inspector of schools, or his equivalent, in each province was informed of the nature of the proposed study and his permission was requested before initial contacts with the superintendents under his jurisdiction were made. Sufficient copies of the printed questionnaire were then assembled for distribution to all provincially-employed superintendents. This represented a total distribution of 481 questionnaires.

IV. PROCEDURES TO ENCOURAGE RETURNS

This study received the endorsement and support of the chief inspectors in eight of the nine provinces being surveyed. These

⁸Koos, op. cit., p. 99.

departmental officials not only showed great interest in the study, but undertook both verbally and in writing, to recommend to their staff that they participate and cooperate in the study. As a further inducement to encourage participation in the study, the investigator secured the sponsorship and endorsation of the Canadian Association of School Superintendents and Inspectors. Rummel makes this recommendation when he says:

The more important the research topic, and the more backing a researcher has for his study, the greater are the possibilities of receiving a good response from the recipients of a questionnaire . . . a questionnaire can be facilitated through endorsements.⁹

The Canadian Association of School Superintendents and Inspectors, as well as announcing the study and its progress in regular newsletters, undertook to prepare a letter of endorsation. With each questionnaire mailed a C.A.S.S.I. sponsorship letter was included. In view of the fact that the majority of the provincially-employed superintendents and inspectors were members of C.A.S.S.I. it was felt that this sponsorship did a great deal to encourage both participation and a willingness to cooperate in the study.

By June 25th, 1961, a total of 341 (70.9 per cent) completed questionnaires had been received. The distribution of these returned questionnaires is shown in Table III.

A follow-up letter ¹⁰ was sent on June 28th, 1961, to all those superintendents who had not returned their questionnaire. Further follow-up

⁹J. Francis Rummel, An Introduction to Research Procedures in Education, (New York: Harper and Brothers, 1958), p. 100.

¹⁰See Appendix C.

TABLE III

NUMBER AND PERCENTAGE OF RETURNED QUESTIONNAIRES
AS AT JUNE 25th, 1961

	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Number of questionnaires mailed	47	64	67	44	204	13	16 7 19 481
Number of completed questionnaires returned	31	52	57	31	136	7	9 6 12 341
Percentage of completed questionnaires returned	66.0	81.3	85.1	70.4	66.7	53.8	56.3 85.7 63.2 70.9

letters were mailed on nine different occasions during the next few months in an effort to secure as complete a return as possible. On one of these occasions, an additional copy of the entire questionnaire was included with each reminder letter.

A letter¹¹ expressing thanks was forwarded to each respondent upon the receipt of his questionnaire.

V. FINAL RETURNS

As revealed in Table IV completed questionnaires were received from 464 superintendents which represents a return of 96.5 per cent. In four of the provinces a one hundred per cent response was recorded, while in two other provinces all but one inspector completed and returned his questionnaire. This percentage of respondents from the nine provinces was considered highly satisfactory for the purpose of this study.

In most cases the questionnaires were thoroughly and completely filled out, with many containing unsolicited written-in comments, indicating a high degree of professional interest in the investigation. While some superintendents who responded failed to complete the questionnaire in its entirety, it is believed that this in no way invalidated the partial responses which they made. Every effort was made to ensure accuracy in the investigation. Twenty-seven questionnaires were returned to the respondents for further information and an accompanying letter¹² requesting

¹¹See Appendix C.

¹²See Appendix C.

TABLE IV

FINAL RETURNS OF QUESTIONNAIRES

	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. Nfld. TOTAL
Number of questionnaires mailed	47	64	67	44	204	13	16 19 481
Number of completed questionnaires returned	47	63	67	44	193	12	14 17 464
Percentage of completed questionnaires returned	100.0	98.4	100.0	100.0	94.6	92.3	87.5 100.0 89.5 96.5

the additional information was enclosed with each one.

All returned questionnaires were examined for any elements of interest or significance which might have been reported by superintendents. This was done to gather information on any peculiar situations existing. Any materials forwarded by respondents relating to their superintendency or position were also examined.

VI. ANALYSIS OF THE DATA

The attempt was made in this study to include the entire population of provincially-employed superintendents in the nine English speaking provinces. Because no sampling procedures were employed, simple statistical methods have been used throughout, and no tests for significance of differences have been used. Significance has been inferred on the basis of the size and consistency of the differences. Responses have been recorded in tabular form, when appropriate, with data expressed in percentages. Medians have been used to portray central tendency.

VII. THE QUESTIONNAIRE TO FORMER SUPERINTENDENTS AND INSPECTORS

As a further part of this investigation an attempt was made to ascertain the reasons why men have left the superintendency. In order to discover specific reasons, further questionnaires were mailed to all those provincially-employed superintendents who at some time during the five year period, 1957 - 1961, had held such positions. The responses, results

and interpretation of these questionnaires are discussed in a latter part of the dissertation itself.

VIII. INTERVIEWS

Interviews with Deputy Ministers and Chief Inspectors.

As already indicated, one of the primary sources of data for this study was interviews with deputy ministers and chief superintendents of schools across Canada. These interviews took place in Edmonton during the week of September 16th - 22nd, 1962¹³ on the occasion of the Annual C.E.A. Convention. Each of these interviews¹⁴ was recorded, on tape.

It was decided that the use of the structured interview would be the most satisfactory means of collecting data from these officials for the following reasons:

1. Interviews with each individual would follow the same pattern and a more consistent approach would therefore be utilized toward items to be considered in the interviews.
2. Time would be effectively used if the interviews were adequately constructed. The decision to use a tape recorder proved a wise one, for not only did it facilitate discussion and economize time, but it provided a verbatim record. This proved valuable

¹³The interview with Dr. T. C. Byrne, Chief Superintendent of Schools for Alberta, took place on the evening of Wednesday, January 16th, 1963.

¹⁴See Appendix D, which contains the complete list of officials interviewed.

and made the report of each interview considerably more accurate. As far as possible a uniform approach was made to each official throughout the course of the interview. Frequently, these officials elaborated in great detail on some of the questions citing relevant episodes from their own personal experience as inspectors. The willing participation and frank contributions of these men have undoubtedly added to the importance of the findings of the study.

Interviews with the Presidents of Provincial Superintendents' and Inspectors' Associations

During this same week the investigator conducted recorded interviews with four of the presidents of provincial superintendents' and inspectors' associations from across Canada.¹⁵ These men, too, had gathered for the 1962 Annual C.E.A. convention in Edmonton. Again, by means of the tape recorder, the attitudes and opinions of these men, official representatives of their associations, were sought on many of the same questions that had been put to their chief superintendents.

Interviews with other Superintendents and Inspectors

With several superintendents the interview - questionnaire technique was used to supplement the questionnaire method of obtaining data. Rummel comments on this subject as follows:

One of the limitations of the questionnaire method is the

¹⁵See Appendix D, which contains complete list of officers interviewed.

lack of communication of ideas between the researcher and the respondent to the questionnaire The group interview-questionnaire method is one in which the researcher meets with several individuals in a group, discusses the problem under investigation, the point of view he has taken in attacking the problem, and asks each member of the group to answer the questionnaire. If there is an apparent ambiguity in the items, from the point of view of the respondents, the researcher has an opportunity to clarify them at the moment as is in the interview situation. This procedure has also been found to yield a much higher percentage of a questionnaire than obtained by the simple correspondence method.¹⁶

During 1961 and 1962 many provincially-employed superintendents from across Canada were interviewed both collectively and personally in order that the problem under investigation might be explained and discussed. While some of the respondents interviewed had already completed and returned their questionnaires, these personal interviews proved valuable in gaining additional information and insights into the many aspects of their work.

¹⁶Rummel, op. cit., p. 117.

PART B

THE HISTORICAL, LEGAL, AND ORGANIZATIONAL CONTEXT OF THE SUPERINTENDENT AND INSPECTOR

PREFACE TO PART B

While it does not lie within the scope of this study to present a thorough historical account of the evolution of the inspectorate position in Canada, a brief outline of the development of the position may serve to provide a background for consideration of the present situation. Because the early developments of inspection in other Canadian provinces were influenced to a large extent by the Ontario pattern, this early historical account has been confined largely to the one province of Ontario, for as Byrne states:

In seeking the origins of our patterns of school administration in Canada, we must turn first to the Province of Ontario. This province, originally known as Upper Canada, has been a laboratory for the development of Canadian government, both local and national. The traditions and practices of provincial leadership, influencing the design for school administration in all but two of the provinces (Quebec and Newfoundland), were the products of legislation and social experiment in Upper Canada during the nineteenth century. The early history of education in this country is largely the story of the common and grammar schools in the Province of Canada during the period commencing with the District School Act in 1807 and ending with the establishment of free schools in 1870.¹

Because the major purposes of this study are to determine and analyze the methods of selection and the conditions of employment of provincially-employed superintendents, it is thought that some consideration should be given to the nature of superintendents' duties as these have been specified and set out by the various provincial legislative bodies. However, before any adequate understanding of these duties can be gained

¹T. C. Byrne, "The Evolution of the Provincial Superintendent", The Canadian Superintendent, Vol. V, May, 1957, p. 6.

some further consideration of the organization for the control and administration of education in Canada is also necessary.

It is with these objectives in mind, therefore, that the following two chapters are presented, and it is hoped that these will provide the necessary background information and a clearer understanding of the position of superintendent and inspector.

CHAPTER III

THE DEVELOPMENT OF THE POSITION OF INSPECTOR

Before 1840 there was little that could be called supervision in the modern sense. Under the Common School Act of 1816, the Governor was authorized to appoint a Board of Education of not more than five "fit and discreet persons" for each District of the province to superintend the Common Schools and report annually to the Legislature.¹ The main function of this Board was to examine and certificate teachers, rather than to work for the improvement of instruction in the schools.

The Act of 1841 made an attempt, although on a very small scale, to differentiate between administration and supervision of instruction. The District Council now acted as a Board of Education and was responsible principally for the provision and maintenance of schools. Supervision was provided by five Commissioners to be elected annually in each township. Their duties were to superintend and inspect the schools and to engage and dismiss the teachers.² The School Act of 1841 had therefore placed the responsibility for inspection on the local education authorities, the Board of Common School Commissioners, elected annually in each township.

¹J. G. Hodgins, Documentary History of Education in Upper Canada From 1791 - 1876, (Toronto: Warwick and Sons 1894 - 1910), Vol. I, p. 103.

²Ibid., Vol. IV, p. 50.

Two years later in the School Act of 1843 the first provision for supervision by other than school commissioners was made. This Act of 1843 authorized each district council to appoint a superintendent. His duties were to include examination and certification of teachers and the visitation of each school at least once a year. This same Act also required district councils to appoint local (city, town, and township) superintendents, whose duties in their areas duplicated in general those of the district superintendents.³ However, the local superintendents were required to report to the central authority, and were given many administrative duties, such as dividing their areas into local school districts, and acting as treasurers of the school fund.

Legislation in the first half of the nineteenth century, therefore, had made provision for the office of superintendent. However, the officials holding this office and performing both administrative and supervisory duties were laymen. To quote Byrne again:

No reference was made to academic qualification, though presumably the superintendent was selected as one whose education fitted him for school visiting and whose occupation afforded time for public service. Considering the traditional interest of the church in education and the background and training required of clergymen, it was no surprise to find during this period many ministers filling the office of superintendent.⁴

³Ontario, Report of The Royal Commission on Education in Ontario 1950. Toronto: King's Printer, 1950. p. 323.

⁴Byrne, op. cit., p. 7.

Thus, in the period before 1846, the development had passed through two stages. At first, the administrative and supervisory function had been carried out by elected boards of trustees or commissioners. The second stage saw those duties performed by a district superintendent appointed for the purpose.

The appointment of Dr. Egerton Ryerson as Superintendent of Education in Ontario in 1844 was the beginning of a long era during which his leadership was to exert a major influence on education in Ontario, and subsequently, in other provinces of Canada. Of him Byrne says:

As a member of the Board of Public Instruction and as its chief administrative officer, he was responsible for the development and direction of school policy. He was, in effect, the dominant force in public education in Upper Canada for a period of thirty years.⁵

The position of state superintendent in Upper Canada had first been held on a permanent basis by Dr. Strachan as early as 1823. Strachan who was a strong supporter of local control in education as exemplified in England, had not expected or encouraged any reports to a central authority. Ryerson, however, was an exponent of central control of education and when appointed as superintendent he was determined to bring about a complete reversal of this policy.

Immediately upon his appointment he travelled and studied extensively in Europe and the United States. During this extended tour he visited schools and observed many school systems and upon his return presented to

⁵T. C. Byrne, "Design and Structure in Canadian Education", The Alberta Journal of Educational Research, Vol. III, No. 1, March, 1957, p. 37.

the Legislature his famous document of 1846 entitled, "Report on a System of Public Instruction for Upper Canada". Much of this report formed the basis for the Public Schools Act of 1846, and the importance of Ryerson's Report is also seen from the fact that what was not enacted by statute in 1846 was included in the later acts of 1847 and 1850.

Ryerson believed that the local superintendents were the officers upon whom so much depended for the efficient and successful operation of elementary schools. An efficient system of inspection, Ryerson writes in his Report of 1846:

. . . involves the examination and licensing of Teachers, - visiting the Schools, - discovering errors, and suggesting remedies, as to the organization, classification, and methods of teaching in the Schools, - giving counsel and instruction as to their management, - carefully examining the pupils, - animating Teachers, Trustees and parents, by conversation, addresses, etcetera, whenever practicable, imparting vigor, by every available means, to the whole School System. What the Government is to the System, and what the Teacher is to the School, the local Inspector, or Superintendent of Schools, should be within the limits of his District.⁶

Ryerson felt that superintendents should make themselves theoretically and practically acquainted with every subject taught in the schools, with the best methods of teaching, and with school organization and management. He believed that their proper selection was a matter of the greatest importance. The inspector was to assess the methods of conducting classes, the knowledge of the pupils in the various branches of study as established by the curriculum, and to inspect the buildings and premises.

⁶Hodgins, op. cit., Vol. VI, p. 206.

All of this was to be formally reported. Ryerson, however, also expected the inspector to assist the teachers to improve their methods of teaching.

. . . his visits can be made far more essentially useful than they would be were his efforts limited exclusively to the collection of such information as would enable him to furnish the desired report. He can, in many instances, aid the Teacher in supplying the defects arising from the want of training.⁷

Ryerson spoke of visiting schools in Holland with some of the inspectors of schools. Their entrance into the schools was welcomed by the glowing countenance of teachers and pupils who seemed to regard and receive them as friends, from whom they expected both instruction and encouragement; nor were their expectations disappointed so far as he had an opportunity of judging; the examination and remarks in each instance showed the Inspector to be intimately acquainted with every department of the instruction given, and imparted animation and delight to the whole school. The Chief Commissioner of Primary Instruction in Holland urged him to "Be careful in the choice of your Inspectors; they are the men who ought to be sought for with a lantern in the hand".⁸

The Report had, among many other suggestions for the improvement of education, foreshadowed changes in the method of inspection. However, the Act of 1846 did not implement all of the important changes which had been anticipated. It did replace the Township Superintendents with

⁷Hodgins, op. cit., Vol. VIII, p. 263.

⁸Hodgins, op. cit., Vol. VI, pp. 206 - 207.

District Superintendents, thus reducing the number of officials and making it more nearly worthwhile for a man to engage upon this part-time work. The superintendents were still appointed by the municipal councils and their attention was directed mainly toward administrative matters.

The duties of these superintendents were:

to visit all schools in their districts at least once a year and report on progress and general conditions; to advise trustees and teachers in regard to school management; to examine candidates for teachers' certificates and to grant licenses; to revoke licenses of unsuitable teachers; to prevent the use of unauthorized textbooks; and to make an annual report to the Chief Superintendent.⁹

The main reason for discontinuing the Township Superintendents was the difficulty in obtaining competent men for the work. The clergy and the doctors in the local area gave valuable assistance as superintendents but the remuneration was so small that it was difficult for a man to give much time to the work. Ryerson hoped to keep these and other educated citizens of the community interested in the schools by providing that clergymen, judges, wardens, counsellors and justices of the peace should be school visitors. These school visitors were not to have any control in the management of the school but they were encouraged to attend the quarterly examinations of the schools, to examine the progress of the pupils and the state and management of the school, and to give such direction to the teacher and pupils as they might deem expedient.¹⁰ As one would expect there was a varying quality in the nature of the supervision

⁹Ontario, Report of Royal Commission on Education, op. cit., pp. 324 - 325.

¹⁰Hodgins, op. cit., Vol. VI, p. 64.

undertaken. J. L. Gourlay in his "History of The Ottawa Valley" indicated that some of the early visitors had the virtue of being kindly and good natured at least. He gives this account of one inspector:

He made the tour on horseback, the roads admitting of no other mode of travel except on foot, which was much more common. He would dismount at the school-house, and with the bridle rein on his arm, place a hand on each side of the door frame, the horse looking in as if to examine the furnishings, to the great enjoyment of the young folks, who seldom saw a horse in that early time. The gentleman would ask a little boy how to spell a word of one syllable to which the little man would address himself with energy, but with his eyes fixed on the horse. After a short standing examination he would dismiss them with a benignant smile, and very gracious words of which he had an abundant treasury at easy, ready command.¹¹

The principal of a leading academy reports on the first inspection of his school in 1877 this way:

A gentleman once suddenly entered my school whom, by the dryness of appearance, primness of attire, and air of immense but polite superiority, I recognized as my Inspector I examined the boys in geography. After a while he waved his hand again and I took history. He then rose, said little, waved his hand much, put some expensive books by second-rate authors in my hands, packed up his cap, put on the unofficial hat and withdrew with much more elaborate bowing than ever.¹²

From the beginning, Ryerson urged the need for competent superintendents who knew the work of the teachers and who might assist them, but such was the difficulty in securing competent persons that he did not for many years specify any academic or professional qualifications for the office, nor did he take over for the Department the right of appointment.

¹¹Quoted in C. E. Phillips, The Development of Education in Canada, (Toronto: W.J. Gage and Company, Ltd., 1957), p. 246.

¹²Ibid., p. 247.

The School Act of 1859 gave the municipal councils some option with respect to the number of superintendents to be appointed. As a result some superintendents now had charge of several townships and some of a whole county. No superintendent was to have more than one hundred teachers under his jurisdiction and more time was to be devoted to the schools. By this Act of 1850 the status and function of the office of local superintendent was legally crystallized, and his obligations to the Chief Superintendent of the province were clearly defined. Appointed by the county council:

He was required to report incidentally on any common school matter and to prepare, and present an annual report, including statistics on school operation and attendance, the number of school visits made and lectures delivered and the number of qualified teachers in his area.¹³

This now meant that the county superintendent held a strategic position linking the boards of the local school sections with the central authority. Although his duties and responsibilities lay with the schools of the county he was at the same time, by law, an agent for carrying out the will of the province.

Althouse has shown that, despite the shortcomings of the times, there were some bright features. He says of the superintendent in the 1860's, -

He was no longer a learned aristocrat, vouchsafing a few

¹³Byrne, The Canadian Superintendent, op. cit., p. 7

hours of his time to the selection of teachers for an inferior type of school, and spending a few more hours in patronizing encouragement or critical inspection of those schools. He was now the appointee of the municipal council, or the local Board of Education, concerned with the education of his own children and those of his neighbours; sufficiently important, moreover, to control, to a great extent, the licensing of teachers in his inspectorate; and with enough in common with the trustees to enable him to counsel them with some hope of effect. Still regarded as a foe and spy by the inefficient teacher, he often proved to be the most effective ally of the competent against prejudice and neglect, against interference and the petty officiousness of trustees or school visitors. His greatest weakness was his frequent inability, through lack of teaching experience, to aid the blundering but earnest teacher, who needed only expert guidance to overcome the faults due to imperfect academic and professional preparation.¹⁴

Finally, under the Act of 1871, a serious attempt was made to improve the status of inspection. This Act made provision for full-time county public school inspectors. These county inspectors were to be appointed by county councils and by the trustees of cities and towns from among those who were declared to be qualified by the Council of Public Instruction. Reflecting the strong views held by Ryerson, the inspectorate was open only to teachers holding the highest grade of certificate in the highest class.

The office of Inspector is the highest prize held out in the school system for the meritorious teacher ... no teacher of a Public School can be legally qualified for the office except one who has obtained the highest grade of the highest class certificate of qualifications in his profession.¹⁵

¹⁴J. G. Althouse, The Ontario Teacher, pp. 77 - 78.

¹⁵J. G. Hodgins, Historical and Other Papers and Documents Illustrative of the Educational System, on Ontario, (Toronto: L.K. Cameron, King's Printer, 1911), Vol. IV, 1858-1876, p. 207.

Thus, for the first time there were definite qualifications for the position. Examinations were set for prospective inspectors, and a list of those eligible for appointment was announced. A number of public school teachers were appointed as inspectors. After 1878, honour graduates of the universities of Ontario who had a minimum of five years of public or high school teaching experience were to be eligible for appointment. By 1896, the qualifications for public school inspectors had become so high that very few public school teachers could qualify, with the result that for almost twenty-five years only high school teachers who held honour degrees and specialist's professional standing were appointed.

The Act of 1871 enlarged the inspectorate to include the whole county. No man was to have fewer than fifty or more than one hundred and twenty-five schools under his direction. The salary was to be at least five dollars a school with travelling expenses. The position was, of course, full-time. In this Act the office of local superintendent of towns and townships was abolished, and the duties conferred on the county inspector. This linked the office of county inspector more closely to the provincial department and reflected to some extent, the influence that the English system of inspection had had on Ryerson. Prior to the passing of the School Act of 1871 the reports of the English Commission on Education both in 1861 and 1868 had stressed the superiority of inspected schools and the stimulus that inspectors provided. Dr. Fraser, an English educator, in reporting to the English Commission criticized education in North America considering that its major weakness lay in the inadequate inspection of schools, He remarks:

The supreme control of schools is too absolutely in the hands of local administrators, with no absolute guarantee of competency. The inspection even of County Superintendents and commissioners is often found to be migratory and ineffective. Legal requirements are constantly ignored and evaded and a properly authenticated and independent officer like Her Majesty's Inspector of Schools among ourselves, armed with visitorial powers and means provided for giving effect to his recommendation, appears to be the element wanting in the machinery of the system, to give it that balance which the complication of its parts requires.¹⁶

As can be readily seen the above quotation places emphasis on inspection as a stimulus or as a means of improving instruction. This was the concept of inspection that Ryerson had, and this was what had impressed him both in England and in Continental Europe on his tours of inspection abroad. Since 1839 in England, for example, Her Majesty's Inspectors were the employees and agents of the Central authority. The employment of county or provincial inspectors as a means of enforcing regulations and of achieving standards considered desirable, seemed therefore to be inevitable in Ontario, and this early development in the office of provincial or county inspector fixed the pattern for the rest of Canada, generally speaking.

With the basic pattern for supervision and inspection having become well established in Ontario during Ryerson's term of office, the remaining years of the nineteenth and the beginning of the twentieth centuries saw a further consolidation of the inspectorate position. It is significant that the influence of Egerton Ryerson was felt far beyond the boundaries

¹⁶J. G. Hodgins, op. cit., Vol. VI, 1862-1871, pp. 206-207.

of Ontario. Indeed, Ontario provided a model from which other Canadian provinces borrowed rather heavily.

In his Report of 1920, the Minister of Education suggested advantages which would accrue from the appointment of inspectors by the Department of Education. Among those mentioned were: (1) It would give to certain men who, through lack of experience, failed to make good in their first inspectorate a second trial under more favourable auspices; (2) it would give the Minister an opportunity to move men who, through the conscientious performance of their duties over an extended period of years, had incurred the dislike of powerful factions or individuals, to a new area of usefulness; (3) it would allow the application of special talents to special situations; and (4) it would not fail to enliven and rejuvenate the work by bringing the inspector into contact with new situations and giving him a new viewpoint on the general problems of education.¹⁷ However, this proposal to have the county inspectors appointed by the Department of Education was not implemented until 1930 in Ontario.

Measures taken by other provincial governments to ensure control and improve efficiency in their provincial school systems varied from province to province comparatively little. In all the provinces of Canada, with the exception of Newfoundland, the development of provincial systems of education followed a fairly regular pattern. When the people locally had assumed some organized responsibility for education through elected

¹⁷ Ontario, Report of The Minister of Education for 1920.

trustees, provincial governments set up strong central authorities which had power to make regulations and prescribe courses of study.

In the Western provinces the office of inspector became much more closely linked to that of the central department. Byrne suggested that this was because of the lack of county government. He said:

In Western Canada the lack of county government resulted in this office being much more closely linked to that of the central department. The inspector became in every sense the agent of the provincial authority, performing for it the regulatory functions associated with maintaining a minimum or adequate program of instruction. He was the "leg-man" for the Department of Education, interpreting school law, guiding and applying the products of central curriculum planning, and evaluating the functioning of local school systems. In the early history of the western provinces, his major concern was the organization of school districts in the rapidly expanding frontier settlements....¹⁸

While the office of provincial inspector had its origins in the Province of Ontario, that of provincial superintendent is, perhaps more truly western in genesis.

The establishment of larger units of administration, at first, in the three most westerly provinces - British Columbia, Alberta and Saskatchewan - introduced significant changes in the basic unit of educational administration at the local level in these provinces. In the following paragraphs a brief examination will be made of the change in role of the inspector of schools as a result of the introduction of larger units of school administration, in two of these provinces, namely Alberta and British Columbia.

¹⁸T. C. Byrne, *The Evolution of the Provincial Superintendent*, op. cit., p. 9.

For the first three decades of Alberta's history the inspector's function was mainly a regulatory one. As a representative of the Department of Education his duty was to check to see that all aspects of local administration and instruction were carried out according to provincial laws and regulations. He was to inspect and evaluate the instructional work of teachers and report to the Minister on the effectiveness of the schools.

The formation of large units of administration for education purposes in the rural areas of Alberta, beginning in 1936, marked a radical departure from the small school districts which had characterized school administration in the west for more than half a century.

Hambly comments:

Although the initial establishment of school divisions was opposed by the people in general, and by the school trustees in particular, administration of education by school divisions was soon accepted as a superior form of administration.¹⁹

The formation of these large units had a marked influence upon the role of the inspector and by the year 1950, rural Alberta had been almost completely reorganized into these larger units of administration or school divisions. According to Byrne²⁰, the early legislators who planned this major district reorganization, at first considered the possibility of a complete decentralization of school supervision by assigning to newly-constituted divisional or large area boards the responsibility for appointing

¹⁹J.R.S. Hambly, "A Survey of County School Administration in Alberta", Ontario Journal of Educational Research, Vol. III, No. 2, April, 1961, p. 91.

²⁰T. C. Byrne, op. cit., p. 10.

and employing a superintendent of schools. However, the final decision was to attach to each divisional or large-area board a divisional superintendent with specified advisory or counselling functions. Thus, the concept of the public school inspector as such was changed for that of the divisional superintendent. Speaking of this change in role Byrne wrote:

While the full title accorded this official was Inspector or Superintendent of Schools, implying the performance of regulatory functions for the provincial department, he became in effect, the chief education officer of the local school authority. With the subsequent growth of divisional board control, to embrace nearly all village and town districts within divisional boundaries, the term "Inspector of Schools" has become less significant. The more widely used title of "Superintendent of Schools" describes more accurately the relationships of the official to the large area local school system. The Alberta legislation of 1936 marked an important step in the creation of an office unique to Canadian school administration - the provincially appointed and employed local-area superintendent of schools.²¹

The second great change in the administration of school affairs took place in Alberta in 1950 with the passing of The County Act. The County Act authorized the government, on the petition of the board of trustees of the school division or the municipal council, to establish a county and set up its boundaries. This type of organization made it possible for the administration of both educational and municipal affairs to be placed under a single elected body - the County Council.

The County Council was to appoint from among its elected members an Education Committee which was to have responsibility for the administration of education in the county. This county form of government,

²¹Ibid., p. 10.

particularly in rural areas is becoming increasingly more common, and this is evidenced by the fact that there were in Alberta a total of 23 counties as of January 1st, 1963. As is the practice with school divisions in the province, the Department of Education employs and appoints to each county, a Superintendent of Schools whose function is to provide leadership, guidance and advice to the Education Committee in its administration of the school system in the county.

In British Columbia, at one time each inspector of schools was responsible for the inspection of scores of small schools, each school being under the jurisdiction of a local school board. His function was largely inspectorial, and his contact with each local school board was limited to one or two visits per year. However, with the introduction of the larger school units, as a result of the recommendations of the Cameron Report in 1946, hundreds of local school boards were abolished and the schools that were formerly operated by these boards came under the jurisdiction of the larger district boards. The larger units of administration resulted in an almost complete change in emphasis of the role of the Inspector. To quote McLellan,

Because these district boards depended upon the Inspector for advice respecting the organization and administration of the educational affairs of the district, the Inspector had to be in almost daily contact with the School Board and its local officials. Thus the Inspector was forced to devote more and more of his time to the supervisory and administrative aspects of his work. As the administrative duties of the Inspector increased, the time for the inspectorial function was lessened, and, in 1958, the Inspector's title was legally changed to that of District Superintendent of Schools because

it was recognized that one of his important functions was to superintend the administration of the district school system.²²

The Public Schools Act of British Columbia provides that the District Superintendent of Schools may be appointed as an executive officer of a school board. The degree to which this arrangement is utilized is indicated by the fact that all school boards in the province have made their superintendent of schools their executive officer, and in several superintendencies, the superintendent has been made Chief Executive Officer of the board. As Graham states:

The most stimulating development of recent years, for the District Superintendent of Schools in British Columbia, has been legal recognition of his position as a local Executive Officer of the School Board. No longer, in this Province, is the Superintendent viewed as an itinerant Government inspector charged solely with producing official reports. In his new role, the District Superintendent of Schools now has both the opportunity and the duty to give positive leadership in his district by participating at all stages in the development of educational policy.²³

Thus, today, the superintendent of a larger unit in Western Canada is looked upon by the Department of Education (of which he is a line officer), and the Minister as the educational administrator in his particular area. He is held responsible for the general supervision of all public school education in his jurisdiction. As well as performing his

²²F.A. McLellan, "The Development of the Superintendency in the Large School Unit", 1961 Yearbook, The Canadian Superintendent - The Role of the District Superintendent in Public School Administration in British Columbia, W.A. Plenderleith, editor, (Toronto: The Ryerson Press, 1961) p. 9.

²³S. J. Graham, "The Superintendent's Role as Educational Leader", Ibid., pp. 24 - 25.

regulatory and inspectorial functions as a representative of the Minister and an agent of the department, he advises and assists teachers and principals in the performance of their duties, with a view to professional improvement and more effective teaching. In addition, he advises and assists school boards and their officials in regard to administrative duties, and may perform administrative acts on the board's behalf, when authorized to do so. The superintendent is at all times expected to give leadership in all aspects of education in his area in ways that will result in a high degree of effectiveness and efficiency.

CHAPTER IV

THE ORGANIZATION FOR THE CONTROL AND ADMINISTRATION OF EDUCATION AND THE POWERS DUTIES AND FUNCTIONS OF SUPERINTENDENTS AND INSPECTORS IN THE VARIOUS PROVINCES OF CANADA

I. INTRODUCTION

The cornerstone of the Canadian school system is provincial autonomy in Education. This autonomy is based on the British North America Act of 1867, Section 93 of which gives to each provincial government the sole right to make laws about education for that province. In its preamble Section 93 states:

In and for each province the legislature may exclusively make laws in relation to Education, subject and according to the following provisions.¹

Thus, according to the Canadian Constitution the provision of educational facilities is the responsibility of provincial governments. Dawson states:

Every legislature in Canada acting within its legislative sphere is sovereign, its powers are exclusive, supreme, absolute.²

This independence is jealously guarded by each province from encroachment by private or centralized forces. Constitutionally, the Federal Government of Canada has no power to control or make laws about education in any of the provinces except when necessary to safeguard the rights of

¹British Statutes, 30th Victoria, (1867) British North America Act, C. 111, Sec. 93.

²Robert M. Dawson, Constitutional Issues in Canada 1930 - 1931, (London: Oxford University press, 1933), p. 57.

minority religious groups to have their own denominational schools.³

Each province has, as one of its executive branches of government a department of education, which bears the same relationship to the cabinet as do the departments dealing with the administration of other government services such as public works, health, municipal affairs, highways, welfare, and agriculture. The Department of Education in each province is under the jurisdiction of a cabinet member known as the Minister of Education. The Minister of Education is an elected member of the provincial legislature who has been appointed as a cabinet minister with education as his portfolio. He, with the other cabinet ministers, determines the broad educational policy of the government in power. He is responsible to the legislative assembly and hence to the people for the satisfactory operation of the educational system. To quote Byrne:

. . . Canadian departments of education are presided over by a cabinet minister and are, in effect an extension of his executive function. They draw their powers from his office, exercising them in his name and acting under his responsibility. In short, the department of education in Canada has actually no powers apart from those accorded the minister by the legislature of the province.⁴

³British North America Act, Section 93, 1 - 3, op. cit.

⁴T. C. Byrne, "Design and Structure in Canadian Education," Alberta Journal of Educational Research, Vol. 3, (March 1957), p. 40.

The chief permanent education official in each of the nine English speaking provinces is the deputy minister of education who is appointed to his position by the lieutenant - governor - in - council.

In each province the department of education is essentially an organization for the supervision of educational programmes in publicly supported schools. In this respect its activities may be classified either according to the type of supervisory service offered or according to the method of supervision employed. Under the first classification the activities may be divided into the four phases of inspection, improvement of instruction, organizational activities and public relations, and business administration. The second classification includes supervision by field workers who through on-the-spot evaluation and consultation, attempt to bring about improvement in classroom instruction.

To supervise its educational system every provincial department of education in Canada maintains a staff of inspectors, superintendents, or supervisors, who operate under the direction of a chief inspector or superintendent of schools. These officials maintain liaison between the department of education on the one hand, and the teachers, principals and local education authorities on the other. Each superintendent or inspector is assigned to some specific area of the province, and here he works closely with the local school systems.

The importance of a sound inspection service for a department of education is obvious. As field representatives of the department, the inspectors not only provide a front line in public relations, but also

serve as the department's chief source of information as to the effectiveness of the operation of the educational system.

As Dyde points out:

It is evident that a central authority charged with the enforcement of the school law and competent itself to make regulations with respect to many important matters, where the law, moreover, makes considerable grants of money from the provincial treasury contingent upon the local authorities living up to the law and the regulations, must necessarily have machinery by which the acts of local authorities may be checked. In the Canadian Provinces this machinery is supplied by the system of inspection and report. An inspector is primarily an examining officer, whatever other valuable functions he may fulfil by giving advice and encouragement to local authorities.⁵

In addition to the work of officials in the field, there is supervision by officials in the central offices of the departments of education who co-ordinate the work of the field men and assist in the formulation and implementation of new policies. The superintendents and inspectors in the field as well as the officials of the central office have duties in connection with each of the four phases of supervisory service enumerated above.

In the remainder of this chapter a more detailed examination of the organization for the control of the administration of education in each of the various Canadian provinces will be made. In addition, the powers, duties and functions of superintendents and inspectors in each of these provinces will be outlined in some detail.

⁵W. F. Dyde, Public Secondary Education in Canada. Contributions to Education. No. 345, (Teachers' College, Columbia University, New York, 1929), p. 21.

II. THE ORGANIZATION FOR EDUCATION AND SUPERINTENDENTS'

DUTIES IN THE VARIOUS PROVINCES

The Organization for the Control and Administration of Education in British Columbia

On the basis of recommendations contained in a report which has come to be known as "The Cameron Report,"⁶ a thorough reorganization of the British Columbia school system was made in 1946. This reorganization which was one of the most thorough of its kind to be made in any Canadian province was largely the work of Dr. Cameron, who as a one-man commission, made an exhaustive study of all phases of school administration in the province. His recommendations were based upon the premise that education is a provincial responsibility not only because Section 93 of B.N.A. Act gave the provinces the exclusive right to make laws in relation to Education but because,

. . . the people of the Province have decided that it shall be so. They have made up their minds that their government shall see to it that, as far as Nature permits, every child shall have a chance to obtain an adequate schooling, and that the cost of this schooling shall be apportioned with reasonable fairness, all relevant factors being considered.⁷

Prior to the formation of the large school units in 1946, British Columbia was divided into well over six hundred local school districts some of which were cities, towns, district municipalities, and the remainder, rural units. The administration of so many small school districts tended to become somewhat unwieldy and early in 1946, on the recommendations of the Cameron Commission, large districts of administration were

⁶M. A. Cameron, Report of the Commission of Inquiry into Educational Finance, (Victoria: Province of British Columbia, 1945), p. 108.

⁷Ibid., p. 36.

established in the province. Contrary to the practice elsewhere, all cities and towns were included within the organization of these units, with only a few isolated rural districts being left out. As English points out;

The advent of larger school districts in British Columbia abolished the identity of many school districts along with their boards, or, in some cases, official trustees. The new boards of larger units had a much broader jurisdiction were more legislative or policy-making and less managerial in function.⁸

The extent of the educational benefits that have accrued from establishment of the larger units in British Columbia can be judged by the following statement of the Superintendent of Education:

The creation of the large administrative units, with the consequent improvement in school plants and facilities, is having a most beneficial effect on the types of educational opportunity which are being made available throughout the province. There may exist differences of opinion concerning some of the financial results of implementing the report of Dr. M. A. Cameron, but any competent and well-informed observer must be impressed by the vast improvement which has been effected provincially in the quality and extent of education.⁹

At present the province of British Columbia is divided into ninety-eight¹⁰ school districts for the purpose of administration of school affairs. These school districts are of two classifications - Municipal school districts of which there are seventy-three, and rural

⁸J.F.K. English, "Local School Administration in British Columbia," Education - A Collection of Essays on Canadian Education, (Toronto: W.J. Gage Ltd., 1959), Vol. 2 p. 43.

⁹Government of the Province of British Columbia, Seventy-seventh Annual Report, 1947-8 by the Superintendent of Education, (Victoria, B.C.: King's Printer, 1949), p. 27.

¹⁰Government of the Province of British Columbia, Annual Report of The Department of Education, 1960 - 1961, p. 236.

school districts of which there are twenty-five. Seventy-two of the municipal school districts and ten of the rural school districts (a total of 82) are commonly referred to as large school districts because they range in area from 50 to 33,000 square miles. Each of these eighty-two large school districts is governed locally by its school board. The remaining smaller school districts are often referred to as unattached school districts and are administered directly by the Department of Education.

British Columbia may be said to furnish an example of a Canadian province which is completely organized into large units of school administration. The province is divided into forty-four district superintendencies, with the exception of School District No. 39 (the City of Vancouver), which has a separate charter under the Public Schools Act for its administration. A District Superintendent of Schools may act as an adviser for one or more school boards. In the 1960-61 school year the supervision of instruction in British Columbia (with the exception of the City of Vancouver) was undertaken by forty-seven District Superintendents. Three superintendencies considered to be too large for one man were staffed by two District Superintendents.

It would appear that the larger units of administration have resulted in an almost complete change in emphasis of the role of the District Superintendent of Schools. Up until 1958 these officials in British Columbia were designated Inspectors. However, as the administrative duties of the Inspector increased and the time for the inspectorial function was lessened, the title was legally changed to that of District Superintendent of Schools, because it was recognized that one of his

functions was to superintend the administration of the district school system. Thus, although the District Superintendent is still a Civil Servant, he now assumes a much greater responsibility for the organization and administration of the local school system. As in other provinces he has a two fold-responsibility - he is the local representative of the Department of Education, and he is district educational advisor to the Board.

As already indicated, the only district in British Columbia in which there is a locally-employed superintendent is in the City of Vancouver, where the Superintendent of Schools is appointed by the Board of School Trustees with the approval of the Minister of Education. He is the administrative head of the Vancouver school system and its chief executive officer. There are no provincial inspectors of schools in Vancouver. The Superintendent of Schools for Vancouver is directly responsible to the Deputy Minister of Education for the conduct of his schools in accordance with the provisions of the Act and of the Rules and Regulations of the Council of Public Instruction. He exercises all the powers of a local inspector of schools on behalf of the Department of Education.

The Powers, Duties and Functions of District Superintendents of Schools in British Columbia

District superintendents of schools are assigned by the Deputy Minister to inspectoral districts, which may contain from one to four large school districts. The only exceptions are the Inspectors of Technical Education and Inspectors of Home Economics, who have province-wide responsibilities.

The general duties of district superintendents of schools are listed in Section 9 (1) of the Public Schools Act, as follows:

Each District Superintendent of Schools, in respect of his Superintendency, shall

- (a) assist in making effective the provisions of this Act, in carrying out the rules and orders of the Council of Public Instruction, and in carrying out a system of education in conformity with the said provisions, rules, and orders;
- (b) make all necessary arrangements for the election or appointment of a temporary Board of School Trustees in a newly formed school district, unless such election or appointment is to be held or made at the annual election in any year;
- (c) advise and assist each Board having jurisdiction in his superintendency in exercising its powers and duties under this Act, as the Board may approve or direct;
- (d) furnish trustees and teachers with such information as they may require respecting the operation of this Act;
- (e) subject to the approval of the Board, assign teachers to their respective positions on the teaching staff of each school district;
- (f) if authorized to do so by the Board, transfer teachers from the teaching staff of one school to the teaching staff of another school within the same school district;
- (g) advance and endeavour to maintain standards of tuition and instruction within the public schools by advising and instructing teachers and principals in all that may tend to promote the efficiency and effectiveness of their school;
- (h) exercise supervisory authority in all matters relating to school organization, instruction, counselling services, and of pupil achievement and the advancement of public education;
- (i) ensure that each public school is visited and inspected as frequently as feasible and at least once in each school-year; ensure that school registers and other school records are regularly inspected; and generally ascertain whether or not the provisions of this Act and the rules and orders of the Council of Public Instruction are being carried out and obeyed;
- (j) submit to the superintendent of Education before the close of each school-year a report upon the general efficiency of each school in the superintendency, and make one copy of such report available to the Board and one copy available to the principal of the school;

- (k) at some time in the school-year, formally inspect, or cause to be inspected by a person duly authorized in that behalf by order of the Council of Public Instruction, the work of
 - (l) each teacher in the school district authorized to teach under a nonpermanent certificate of qualification; and
 - (ll) each teacher on probationary appointment in the school district; and
 - (lll) any teacher in the school district with respect to whom the Board or the Superintendent of Education requests a report; and
 - (lV) any teacher in the school district who, on or before the thirty-first day of March in that school-year requests that a report be made with respect to himself;
 and may, at any time during the school-year, formally inspect the work of any other teacher in the school district;
- (l) before the close of the school-year, submit a report in writing to the Superintendent of Education prepared by a person authorized under this Act to inspect the work of teachers on the teaching ability and efficiency of each teacher whose work has been formally inspected during the school-year, including the learning situation in the classroom or classrooms where the teaching takes place, and shall make available one copy of the report to the Board and send one copy to the teacher in respect of whom the report is made;
- (m) investigate any matter as required by the Superintendent of Education and after due investigation submit a report to him on such matter;
- (n) attend, if it is feasible to do so, all Board meetings;
- (o) when necessary, and subject to the approval of the Board of the school district concerned, determine which school any pupil shall attend;
- (p) plan and supervise the activities of directors and supervisors of instruction, teaching-consultants, and other teachers assigned to school district duties;
- (q) with the approval of the Board of the School district, designate school attendance areas and school attendance zones within the school district;
- (r) assist in the preparation of the annual school estimates;
- (s) investigate and report upon the conduct of any pupil when requested to do so by the Board.¹¹

¹¹Province of British Columbia, Public Schools Act, chapter 319, Section 9, (1) 10, pp. 3962 - 3964.

As well as the above mentioned duties:

Each District Superintendent of Schools is responsible for the supervision of the instructional programs within his superintendency, and is responsible to the Superintendent of Education for the attainment of the standard of public education required by the Superintendent of Education. 1958, c. 42, s. 13.¹²

In addition to the services mentioned in Section 9, above, a District Superintendent may be appointed as an executive officer of a School Board, and as such may be required to perform certain additional duties when requested by the Board:

On the joint recommendation of the Superintendent of Education and a Board or Boards of School Trustees, and with the approval of the Minister, any District Superintendent of Schools may be appointed, pursuant to the provisions of the Civil Service Act, an executive officer of the Board or Boards, and the Board or Boards may, subject to section 91, assign such duties to him as are approved by the Superintendent of Education. 1958, c. 42, s. 10.¹³

As will be indicated in a later chapter on superintendents' salaries, for the performance of the above such duties the Board may pay such additional remuneration as may be approved by the Lieutenant-Governor-in-Council.

There is great divergence in the duties undertaken by the District Superintendents on behalf of their School Boards. In practice, they all attend Board Meetings if they are in the area, and give advice on educational affairs. The District Superintendent seeks to keep Board members informed with regard to the school law, with the solutions to similar

¹²Ibid., Section 13, p. 3965 .

¹³Ibid., Section 13, (10) p. 3964 .

problems noted in other districts, with the educational implications of a proposal, with the attitude or recommendations of the Department of Education, but he does not try to force the School Board into accepting his direction. The District Superintendent is a counsellor and an advisor, and by establishing good will and sound understanding, he attempts to lead the way toward effective district administration. He usually consults with his principals and the administrative staff before meetings, in order to ensure agreement.

Some specific duties are generally expected of the District Superintendent by his school boards. He plays a leading part in teacher appointments, in grade placement, in transfers, and in dismissals. School attendance zones, school planning, and transportation come under his surveillance at least, and may be almost entirely under his direction. Generally, he advises on the purchase of supplies and equipment, and works closely with the Secretary-Treasurer in preparing the draft annual estimates for Board consideration. Parent complaints and pupil behaviour problems made to the Board are passed to the District Superintendent. In many instances District Superintendents present written monthly reports at Board meetings on the progress of school affairs in the district. In practice, the District Superintendent is generally accepted by the trustees as being "their man." One aspect of the district affairs that is not generally shared by the superintendents (and that by choice) is the negotiation of teacher salary

schedules. While there are no legal restrictions to such action, they appear to feel it would have an adverse influence on other activities.

In his relationship with the Department of Education, the District Superintendent is the employee and is responsible to the Superintendent of Education for the attainment of a satisfactory standard of education in his superintendency. He is placed in a superintendency by the Superintendent of Education, and is subject to transfer by him. As well as the general terms of responsibility, some specific duties are required of District Superintendents.

Each District Superintendent of Schools shall render such assistance in the Department as may be required, and shall discharge such other duties, either within his own district superintendency or elsewhere, as may be required of him by the Superintendent of Education. 1958, c. 42, s. 9; 1961, c 53, s. 3.¹⁴

Thus District Superintendents must sign district returns (to ensure correctness), such as teacher entitlement forms, pupil enrolment forecasts, transportation routes, etc. They provide local control for provincial testing programs, and local control for Department requisites on school organization. The District Superintendents investigate locally the complaints made to the Minister and the Department. They provide reports on specific persons or problems, and monthly and annual reports on the educational affairs of the district.

¹⁴Ibid., Section 9 (2), p. 3964.

In practice, the District Superintendent is the liaison between local and central controls. His responsibility is not only to state what the regulations are, but why they are necessary. On the one hand, he presents the case of his Board and the district to the Department, and on the other, he tries to make palatable the decisions of the Department to his Board.

District Superintendents are also assigned to positions of special responsibility outside their superintendencies. In practice, a large proportion of the Superintendents assist with the administration and marking of Departmental examinations in the month of July. Several District Superintendents also act as Official Trustees for unattached school districts. Others serve on committees which are Provincial in nature, such as: Curriculum Revision Committee, Doukhobor Advisory Committee, and the Examination Board.

In summary, the District Superintendent of Schools in British Columbia is a civil servant under the Department of Education but may also be in charge of all educational aspects of the school district as an executive officer of the Board. He is, to all intents and purposes, a local superintendent of schools where the Board so wishes.

The Organization For The Control And Administration Of Education In Alberta

Alberta provides another example of a province which has been almost completely reorganized into large administrative units. In this respect it might be said that Alberta has perhaps moved the fastest and has gone the

furthest to reorganize its system of rural school administration.

Prior to 1935, education in Alberta was administered in each rural school district by a three-member board in accordance with the regulations of the Department of Education and under the surveillance of a staff of school inspectors. However, since that date, extensive grouping of schools for administrative purposes has been carried out and numerous consolidations of schools have been made in those parts of the province where such changes were warranted. Thus, several thousand school districts which were formerly autonomous have now been merged, and by the 1961 year there were in the province 48 school divisions and eleven counties,¹⁵ making a total of 59 larger units of administration. Thus, in Alberta comparatively few rural districts are now operating under local boards of trustees.

According to the following statistics compiled in 1960:

In 1957 - 58 there were in the Province of Alberta 4,112 school districts, 3,938 of which were included in school divisions and counties.¹⁶

At present, the most common unit of administration for school purposes in the rural areas with municipal district organization, is the school division, the boundary of which is now coterminous with that of the municipal district. The second type of larger school administrative unit which appears to be increasing in numbers is the county unit which,

¹⁵Statistics as at March, 1964 indicate that there are now 26 counties and 33 school divisions in the province.

¹⁶Government of Canada, Dominion Bureau of Statistics, The Organization and Administration of Public Schools in Canada, (Ottawa: Queen's Printer, Second Edition 1960), p. 46.

in area and boundary, at least, is much like the division.

While the basic unit of school administration in the rural areas of Alberta is still the local school district comprising an area on the average of from sixteen to twenty square miles, most of the powers have been given to the Divisional Boards or in the case of counties, to the County Education Committees.

The organization of a school division is relatively simple. It is usually sub-divided into three or as many as six subdivisions, each containing about the same number of school districts. Each subdivision elects a trustee who holds office for three years on the Divisional Board.

The Divisional Board is organized as a unit with one of the members being chosen as chairman and this board is responsible for the provision of educational facilities in the Division. Since education is a provincial function, the policies of the Board concerning the provision and operation of the school is subject to governmental regulations set out in the school law. The boards become agents of the government with certain delegated duties, some of which are mandatory and others discretionary.

The school organization in a county consists of an Education Committee composed of either some, or all of the members of the County Council. While the decisions of the Education Committee in a county are subject to

the approval and ratification of the county council, such is not the case where school divisions are concerned. School Divisional Boards are autonomous. It will be readily observed that this is one of the most significant differences between the two types of organization, and this difference is perhaps particularly pronounced when it comes to issues of a financial nature.

Provision has been made in the School Act for a religious minority in any school district, whether Protestant or Roman Catholic, to establish a Separate School District. These Separate School Districts are subject to the same laws as Public School Districts and are financially supported in a similar manner, i.e., by government grants and by taxation of their own taxpayers. Thus, in Alberta two types of schools are provided for under the School Act.

These are designated as Public and Separate Schools, and this dual classification exists at both the elementary and the secondary level. With but one exception, the Separate School Districts in Alberta are Roman Catholic and are found chiefly in the larger centres of population. However, in more recent years there has been a decided tendency on the part of Separate School supporters to create more such districts in the province.

A superintendent of schools employed by the Department of Education is appointed by the Minister of Education in each school division and county in the province. While they are appointed and paid by the province, these superintendents, as in the case of other provinces, act as advisors

to the Divisional Boards and Counties in the discharge of their duties.

In addition to the 58 divisional and county superintendents of schools employed by the Department of Education in the 1960 - 61 school year, there were six high school inspectors, each of whom was charged with inspection and other advisory functions in a certain regional area of the province referred to as a zone. For high school inspection purposes, the province has been divided into six zones, each zone consisting of a group of between nine and twelve school divisions. While each high school inspector visits the high school teachers (grade 10 - 12) in each division of the zone, the superintendent of the division has the primary responsibility to develop the secondary school system in the division. Thus, the work of the superintendent in the division is supplemented by the high school inspector and from time to time by the other special supervisors of the Department.

In the larger cities and towns of Alberta, as in most other provinces, locally-employed superintendents are to be found. The appointment of such locally-employed superintendents in Alberta is provided for in the School Act as follows:

Subject to such regulations as the Minister may from time to time establish, the board of a district employing more than twenty teachers may appoint a superintendent of schools.

The board employing a superintendent may prescribe a set of instructions to be followed by the superintendent in the performance of his duties, if the instructions are not contrary to the provisions of this or any other Act.

Unless it is otherwise directed by the board, the superintendent shall be the chief executive officer of the

board and shall, subject to subsection (5), have jurisdiction over all aspects of the business of the board. (R.S.A. 1955, c. 279, s. 200; 1959, c. 76, s. 11; 1960, c. 91, s. 11).¹⁷

The provincially-employed superintendent of a division or a county has jurisdiction and functions primarily within his division, but periodically some superintendents may perform duties in areas where there are locally - employed superintendents. As Mowat indicated:

The provincial superintendent is primarily part of the rural education system; the locally - appointed superintendent has come into being in independent larger town districts and in city districts.¹⁸

The Powers, Duties and Functions of Superintendents of Schools in Alberta.

As already indicated, each provincial superintendent in Alberta is assigned to a large administrative area called a school division, or a county, in which he is charged with the performance of certain regulatory services performed for the Province, and with advisory duties and such executive functions as may be specified by the elected Board. For purposes of school supervision he may be required to have responsibility for some independent, non-divisional districts, but it is within the school division or county that he performs his whole function, and it has been the large administrative area which has caused the superintendent to develop new significant stature.

¹⁷Government of the Province of Alberta, The School Act, Being chapter 297 of the Revised Statutes of Alberta, 1955, (Department of Education, Edmonton; Queen's Printer, 1961), Section 199, p. 70.

¹⁸G. L. Mowat, "The School Superintendent in Alberta", The Canadian Superintendent, The Canadian Association of School Superintendents and Inspectors, Vol. V, May 1957 p. 31.

The prescribed duties of superintendents as laid out in Section 199 of the School Act, are as follows:

The Superintendent shall:

- (a) Confer with the board of the division and advise the board concerning the educational problems and needs of the division.
- (b) attend all meetings of the board and exercise, subject to the direction of the board, general supervision over all schools, teachers, property and services under the jurisdiction of the board.
- (c) Assist the board in the discharge of its duties.
- (d) Exercise the powers of an inspector of schools with respect to the total area to which he is assigned by the Minister, and
- (e) Confer with and advise the board of any non-divisional district in that area that has not appointed a superintendent, concerning the educational problems and needs of the district.

(R.S.A. 1955, c. 297, s. 199)¹⁹

The statutory requirements of the position are such that the superintendent exercises a minimum of regulatory functions and a maximum of supervisory and advisory functions. He investigates any matter as requested by the Department. His reports and recommendations are the basis for certification of teachers of elementary and junior high school grades. He may exercise duties as an attendance officer and he certifies various documents upon which the inner Department acts. In other ways, too, he becomes advisor to the Department. Superintendents having qualifications and interests in curriculum frequently serve on provincial curriculum committees.

While he is appointed and paid by the provincial Department of

¹⁹The School Act, op. cit., p. 70

Education, the superintendent often develops a loyalty to and identification with the board of the division to which he is appointed. School boards look upon the superintendent as an advisory officer, and in certain areas on occasion the superintendent, in effect, becomes the chief administrative officer of the board. In conjunction with other provincial personnel he plans attendance areas, arranges for surveys of building needs and organizes pupil transportation services. By resolution of the board he may hire and place teaching staff, and in many other matters he may shape policy and put it into practice to the degree that he holds the confidence of the board.

As far as the supervision of schools is concerned, each superintendent is responsible for all elementary (grades I-VI) and junior high school rooms (grades VII-IX). These rooms are his specific responsibility but he also visits high school rooms (grades X-XII) in order to become completely familiar with the entire school program.

As previously mentioned, in supervision at the high school level the superintendent is supplemented by high school inspectors and other special Department supervisors. Each high school inspector visits high school teachers (grades X-XII) in each division and county and in other ways discharges the formally designated duties of his office.

As Rees indicates, it can be readily seen from the foregoing that,

the superintendent has a dual role to fulfil: to give service to the board, and at the same time to represent the

Department of Education in seeing that the functions of the board are carried out in accordance with the regulations as specified in the school ordinance.²⁰

The Organization For the Control and Administration of Education in Saskatchewan

In Saskatchewan, the reorganization of school districts into larger areas of administration took place as a result of a growing feeling that the needs of modern education required a form of organization which would provide more adequate financing than was possible in the small school district. Saskatchewan began its administrative reorganization late in 1944 when the Legislature passed the Large School Units Act. The ideal size of a Unit was considered to be:

. . . that which has the pupils and resources to offer a comprehensive program of education from kindergarten through high school and to provide for post high school and adult education at Unit cost; one which is able to maintain competent staff; one which can finance without undue tax burden. Ratepayers should be able to effectively participate in program planning and policy making.²¹

The government in establishing Unit boundaries attempted to include within each one approximately eighty districts which ordinarily gave a reasonable administrative area.

In 1944 there were 4,751 school districts in operation in

²⁰R. E. Rees, "Superintendents of Schools in Relation to School Division Boards in the Province of Alberta," Unpublished Doctoral Dissertation, Northwestern University, 1947, p. 70.

²¹Government of the Province of Saskatchewan, Royal Commission on Agriculture and Rural Life, Report Number G, Rural Education, (The Queen's Printer, Regina: 1956), pp. 106-107.

the province. By 1958, of the 5,227 districts organized, 4,820 were larger units, the remaining 407 districts being mostly separate schools, towns or cities or isolated districts.²²

The Annual Report of the Department of Education for the Province of Saskatchewan as early as 1949 - 50 reveals:

The Larger School Unit is well established and very generally accepted as an improved method of administering our Saskatchewan Schools. During the past six years school unit boards, in cooperation with local boards and ratepayers and with the sound guidance of Superintendents have made splendid progress in providing up-to-date school buildings, good libraries, and in providing facilities for vocational and High school education. The problem of rural education in sparsely populated areas has also been seriously studied and some progress has been made toward solving it.²³

The Larger School Units Act, however, determined the continued existence of local district boards. At the time of the passage of the Act the attitude of the government was that local boards could and must continue to make vital contributions to local education. Yet, the duties and powers of small district boards are those related to the stewardship of local property whereas Unit Boards are responsible for providing facilities and general policies. Thus, with the coming of larger units through provincial government legislation the duties and responsibilities of district boards have been drastically curtailed.

During the 1960 - 61 year the supervisory staff of the Department

²²Dominion Bureau of Statistics, op. cit., p. 66.

²³Government of the Province of Saskatchewan, Annual Report of the Department of Education for the Year 1949 - 50, (Regina: King's Printer, 1951) p. 11 and quoted in J. C. Jonason, op. cit., p. 154.

of Education included 61 Superintendents of Schools and six Superintendents of High Schools. Fifty-seven of the Superintendents of Schools served in larger school Units, while four were assigned to non-unit areas.

At the elementary level only, two types of schools are provided for under the School Act and these are designated as Public and Separate Schools. As is the case in Alberta, the great majority of the latter are Roman Catholic Schools. However, it must be emphasized that in Saskatchewan this dual system exists only at the elementary level, and no real provision is made for Separate Schools at the secondary level.

The public and separate school systems in certain of the larger cities of the province are served by locally-appointed superintendents and in certain other cities the public school and collegiate boards jointly employ superintendents. The trend towards locally-employed superintendents in the cities continues in Saskatchewan. In the elementary school systems of cities where there are locally-employed superintendents, the provincial Superintendents exercise no authority. In high school systems, however, the Department of Education exercises supervision through the provincial Superintendents of High Schools.

The Powers, Duties and Functions of Superintendents of Schools in Saskatchewan

In the Public Schools Act in Saskatchewan there is little mention of the prescribed duties for Superintendents of Schools. One of the few references to the position of superintendent is found among the general duties and powers of unit boards and is stated as follows:

It shall be the duty of every unit board, and it shall have power:

.

(6) to confer with and consult the superintendent concerning the educational problems and needs of the unit and to consider any recommendations which the superintendent may make with regard thereto;²⁴

One Saskatchewan superintendent writing in the 1957 Yearbook of the Canadian Association of School Superintendents and Inspectors, outlined the assigned duties of the Superintendent of Schools as regards instruction as follows:

to visit schools in order to evaluate the work being done in the classroom;
to evaluate individual and collective pupil progress by observation and testing;
to give guidance in the improvement of instruction by various means;
to give concrete suggestions for the improvement of teaching methods, the rare demonstration lesson, and advice on personal problems of personal adjustment.²⁵

Perhaps the best idea of the duties of Superintendents in Saskatchewan can be gained from an examination of the Public Service Commission Specifications for the position of Superintendent in that province. These appear as follows:

KIND AND LEVEL OF WORK

This is responsible professional and administrative work involving the performance of a variety of supervisory, fiscal, advisory and administrative functions assigned by the Department of Education in directing the programs of elementary and secondary education for the Province. Employees of this class normally provide professional supervision and direction for a group of approximately one hundred teachers who constitute the teaching staff of a school unit or superintendency. The work is performed under the administrative direction and supervision of the

²⁴Government of the Province of Alberta, The Larger School Units Act, Chapter 72 of the statutes of 1959, Section 51 (6), (Regina: Queen's Printer, 1959), p. 150.

²⁵R. B. Gould, "Supervision in Saskatchewan," The Canadian Superintendent, The Canadian Association of School Superintendents and Inspectors, Vol. V, 1957, p. 34.

Chief Superintendent of Schools, who, in consultation with senior executives in the department, assigns superintendents to their territories, defines and assigns their duties through conferences and directives, and reviews their work through written reports and occasional visits to the field. They develop and maintain harmonious working relations with teachers, school trustees, ratepayers, school secretaries and the public.

TYPICAL DUTIES

1. Regularly visit classrooms, observe and evaluate the quality of instruction and the progress of the classes.
2. Confer with teachers, following classroom visits, in order to offer constructive criticism and to suggest improvements in methods and techniques.
3. Stimulate the in-service training and growth of teachers by promoting and providing leadership in teachers' conventions and teachers' institutes.
4. Assist school boards with the selection and placement of teaching staff.
5. Serve as consultants to school trustees and principals on problems of school organization, school administration and school plants.
6. Attend meetings of ratepayers, supply information on request and report on the condition of educational affairs within their superintendencies.
7. Report to school boards and to the Department of Education on the quality of instruction, the progress of classes, the condition of school facilities, and other matters affecting the educational processes.
8. Periodically administer, or supervise the administration of achievement tests to measure progress objectively against established norms and standards.
9. Teach demonstration lessons and conduct teachers' workshops.
10. Provide direction and supervision for helping teachers and other specialists employed by school units.
11. Conduct correspondence with trustees, ratepayers, teachers and students.²⁶

It would appear that as supervisory services are concerned with any activity that contributes to continuing growth and improvement in the teaching - learning situation, the superintendent's responsibility is to work with and among teachers, trustees and the public toward this over-all objective. With teachers, his purpose is to raise levels of professional competence through the application of such supervisory techniques as

²⁶Government of the Province of Saskatchewan, Public Service Commission Specifications for Position of Superintendent of Schools, Revised 5601, December, 1961, (Mimeo).

classroom visits, individual and group conferences, interviews, institutes and workshops. In his staff relationship he furnishes evaluative, consultative and guidance services.

While the superintendent of schools advises school district and school unit boards on administrative matters, he has no legal administrative function - this rests with the board or is delegated by it to the board's employees. In actual practice many superintendents at the request of the unit board, perform various administrative duties. The superintendent attends all unit board meetings and provides guidance and leadership in the development of educational services in the unit to which he has been assigned. The unit board receives concrete suggestions regarding financing, providing school plants and playground facilities, constructing and repairing school buildings, building sites and providing adequate library and laboratory facilities, from the superintendent of schools. He makes recommendations and gives assistance to the unit board in the selection, appointment and placement of teachers.

Interpreting the meaning and intent of the school acts the superintendent advises on the most effective means of accomplishing the educational aims envisaged by the Department.

The duties of a superintendent of schools with regard to the curriculum include the organization and leadership of groups of teachers and other citizens, to offer to the Director of Curricula and to the curriculum committees, suggestions for the planning and revision of the Curricula. In addition, a minor responsibility of superintendents of schools is to

prepare examination papers and to give assistance as requested by the Director of Examinations. However, as this task is spread out among sixty-one superintendents the duty is very light.

Thus, the superintendent works with school boards in an advisory capacity in general administration, in educational planning, and in staffing the schools. It is his duty to advise and inform boards on educational conditions and needs in their schools, and to assist them in developing policies which contribute to the progress of the educational enterprise.

A specification sheet similar to the former has been prepared for the position of Superintendent of High Schools. However, this differs from the above only in its emphasis upon matters relating to supervision at the high school level.

The six superintendents of high schools are responsible for inspection and supervision at the high school level. As in Alberta, these high school superintendents are located in certain centres of the province and assume responsibility for a certain area or zone which may comprise nine or ten school units. The program of the high school superintendents is so planned that they work in close cooperation with the unit or area-superintendents of schools in their respective zones. The area-superintendent's responsibility is to indicate the problems or special activities to the high school superintendent on the occasion of his visit to the superintendency, or to state these in writing prior to the high school superintendent's visit. The function of the high school superintendent is partly supervisory but mainly consultative.

The Organization for the Control and Administration
of Education in Manitoba

Manitoba provides the most recent example of a Western Canadian province in which the government has proceeded by statute to establish larger units of administration.

An interim report of the Manitoba Royal Commission of Education was submitted to the Minister of Education in August, 1958. At a subsequent special session of the Manitoba legislature an Act Amending the Public School Act was passed which, in principle, implemented the recommendations of the Commission.

The first main argument of the Commission for the establishing of larger school divisions was a concern over secondary education. Adequate secondary school facilities could be provided, the Commission felt, only if the number of pupils in attendance was large enough to justify a diversified secondary school program.

Therefore, the Commission recommends the establishment of an administrative system which would place secondary education under a Division Board but would leave elementary education under local boards. This recommendation is made because the Commission feels that adequate facilities for secondary education are necessary and can only be provided by a larger unit of administration than now exists in most parts of the Province, and because it believes that local autonomy should be preserved by retaining the Local Boards to operate the elementary schools

It is imperative that each Division be large enough to provide the pupil population and the basis of assessment which are necessary to provide a secondary school system. To this end, each Division should have a minimum of 80 to 100 teachers and a total balanced assessment of at least \$5,000,000 ...²⁷

²⁷Government of the Province of Manitoba, (Manitoba Royal Commission on Education, Interim Report, 1958, pp. 45 - 46.

In short, what has happened is that out of the multiplicity of school organizations has come the operation of school divisions with two boards and two systems of education in each division: elementary and secondary. Thus the principle of overlapping districts has been, in a sense, retained in Manitoba.

The unit of local administration is still the school district. This varies in size from Unit No. 1 of Winnipeg with well over a thousand teachers on its staff, to the tiny one-room school district typical of rural Manitoba. Local autonomy therefore continues to be a characteristic of the Manitoba system of school administration.

During the 1958 year two major moves were made in Manitoba; the establishment of a Boundaries Commission to divide the province into school divisions and the divisions into wards, and the establishment and organization of school divisions. The Boundaries Commission proposed 46 school divisions as of January 15, 1959. The school division boundaries were established not coterminous with municipal boundaries, but along natural geographical and social lines and to include a school population of sufficient size to warrant the establishment of secondary schools.

The implementation of certain recommendations of The Royal Commission on Education in Manitoba has resulted in the establishment of 43 school divisions and when the 1960 - 61 school-year began, only three of the proposed 46 divisions had failed to adopt a large administrative unit plan.

The province of Manitoba exclusive of the city of Winnipeg is divided into 37 inspectoral divisions and in the 1960 - 61 year the inspection staff consisted of 44 inspectors, four being assigned to the Winnipeg School Division, and the remainder to the other parts of the Province.²⁸ Thirty seven inspectors were assigned to one-division fields, and three men were each responsible for the work in two divisions.²⁹

During the 1960 - 61 year three rural inspection fields were without resident inspectors. Inspection coverage here was provided by the assignment of schools to neighbouring inspectors. For each of these three particular areas, one of the neighbouring inspectors assumed responsibility for the inspection of high schools and the inspection of elementary schools, in each case, was shared among several other neighbouring inspectors.

In Winnipeg and certain other urban centres locally-appointed superintendents and assistants are employed. These locally-employed superintendents exercise no power on behalf of the Department of Education. In areas where there are local superintendents, the provincial inspector performs his duties as he would do in any area. In practice, both the provincially and locally-employed officials cooperate closely in matters of supervision in urban areas.

²⁸Government of the Province of Manitoba, Report of The Department of Education, 1961. (Winnipeg: R.S. Evans, Queen's Printer, 1961), p. 13.

²⁹Ibid.

The Powers, Duties and Functions of Inspectors of Schools in Manitoba

Scattered throughout the Public Schools Act, The Department of Education Act, and the School Attendance Act for the province of Manitoba are references to the duties and responsibilities of inspectors of schools in that province. However, as was the case in Saskatchewan, some indication of the duties performed by inspectors of schools in Manitoba is perhaps best gained from an examination of the job specifications for the position. Under the class or title of School Inspector is found the following general description.

Class Title - SCHOOL INSPECTOR

GENERAL

This is responsible professional work involving the promotion and development of the latest approved methods and techniques in the field of education. It includes the critical examination of teaching standards and methods. The School Inspector has all the powers and duties assigned by the Public Schools Act, Attendance Act, Department of Education Act and by the Regulations of the Department of Education; and in addition has the power and responsibility to visit as often as is necessary, for inspection and direction, all elementary and secondary schools including collegiate departments and collegiate institutes, if any, within his division. The Inspector recommends to the High School Examination Board the accrediting of collegiate institutes situated in the division, and to the Department of Education the establishment of approved junior high school units as provided by the Regulations of the Department. The School Inspector reports to the Department and to the school boards concerned upon the adequacy and condition of the physical plant, the progress of pupils and the efficiency and competency of teachers. The employee is responsible for ensuring compliance with the provisions of the Public Schools Act and the Regulations of the Department of Education; investigates and reports upon educational standards within a prescribed inspectorial division, and recommends to senior departmental authority, the revision or extension of policies and programs;

supervises the organization, installation and development of departmental policies within a prescribed district. Under the School Law and Regulations, the School Inspector is vested with authority requiring the exercising of legal discretion, in some cases of a quasi-judicial nature. The work is performed under the general direction of the Chief Inspector of Schools. The employee is required to perform duties demanding a high degree of initiative and administrative ability.³⁰

Further specific information is given in these same mimeographed job specifications under the sub-heading, "Characteristics and Distinguishing Features of Work". Within the above are found the following:

CHARACTERISTICS AND DISTINGUISHING FEATURES OF WORK

Inspects as often as is necessary the work of, and gives direction to teaching personnel.

Inspects school plants.

Submits comprehensive reports to the Department of Education, and to school boards subsequent to each school visit.

Recommends the issuance of permanent certificates to teachers, the extension of interim certificates and, whenever necessary, the suspension of any type of certificate.

Gives intensive supervision of the work of untrained student-teachers.

Explains the meaning and intent of the School Act, Attendance Act, Department of Education Act and the Department of Education Regulations, to teachers and to school boards.

Is responsible for ensuring compliance with the provisions of the Public Schools Act and the Regulations of the Department of Education.

Where necessary, revises promotions of pupils in Grades I to VIII.

Follows the progress of pupils during the year. At the end of the year after examining the reports of the teacher on attendance, attitude and academic standing of pupils in Grades IX and X, makes final decisions on promotions.

Recommends to the Manitoba High School Board the Accrediting of collegiate institutes, if any, and the annual renewal or otherwise of accrediting privileges.

Recommends the establishment of approved junior high school plants in an inspectorial division, and advises teachers on accepted methods of teaching.

³⁰Government of the Province of Manitoba, Civil Service Commission Specifications for School Inspectors, 241 (mimeo).

As regional resident Department of Education official acts as liaison officer with electors, trustees and teachers.

Is responsible for the organization of annual teachers' conventions in inspectorate; assists in the organization of trustees' regional conventions and other meetings dealing with education.

Provides educational leadership to teachers, school boards and the public by stimulating interest in the improvement of educational facilities.

Attends school board meetings, deals with correspondence and submits an annual report to the Minister of Education.

Acts as arbitrator in choosing school sites and as secretary of arbitrators in formation and alteration of union school districts.

Investigates upon complaint, the qualifications of trustees and unseats trustees without required qualifications.

Performs other duties as assigned.³¹

As can be seen from the foregoing an inspector's duties are diverse.

As in the other Western Canadian Provinces the inspector is the chief link between the internal service of the Department of Education and the schools of the province. He reports generally on all conditions of educational significance in his area, and to all intents and purposes he is the Department of Education in that portion of the province to which he has been assigned. The inspector may perform different duties for the Department, but his main statutory duty is to insure that within his inspectorate adequate educational standards are maintained.

The inspector is at the disposal of any board of trustees in his area for purposes of giving advice and guidance as they may desire. Services typical of this function are advice regarding the hiring and placement of teachers, the planning of new schools, the improvement of plants and their operation and the securing of equipment necessary to effective operation of schools.

³¹Ibid.

While authority in local school matters is lodged with boards of trustees, frequently boards delegate authority to inspectors who may then act on behalf of the boards within the limits of the authority so given.

The Organization for the Control and Administration of Education in Ontario

Like other Canadian provinces, Ontario has a decentralized system of educational administration in which a fair share of the control over educational matters is delegated to local authorities known as school boards (at the elementary level), and boards of education (at the secondary level). As in other provinces, these boards, under authority of the provincial School Acts, administer their many duties, of which some are mandatory and others discretionary. The various School Acts set forth the terms and conditions under which the various types of school boards may be established. Although these vary in the number of trustees, the terms of office, and method of election or appointment, they have a good deal in common.

The Royal Commission on Education in Ontario in 1950 commented on the bewilderingly complex nature of the administrative organization in the province developed in accordance with minor changes in acts and regulations.³² It found many types of units but little relationship of school to municipal units, and continuous change effected through the dissolution

³²J. A. Hope, Royal Commission on Education in Ontario, 1950, (Toronto: Baptist Johnstone, King's Printer, 1950) p. 235.

of one type of unit and the formation of units of another type. At that time there were administrative units and local education authorities for elementary education, others for secondary education, and still others for both, and this complex of administrative organization still exists today.

As far as elementary school units of administration are concerned, the urban municipality is the basic urban public school unit, while in the rural areas the school section is the basic public school unit for school administration. The Public Schools Act makes provision for forming township school areas, consolidated school areas, separate school sections, and metropolitan school areas, all of which are examples of larger units of administration at the elementary level. Considerable progress has been made in recent years in the organization of these larger units of administration so that they now include more than 60 per cent of the original number of basic elementary school units.

In December, 1958, 588 township school areas in the province represented the dissolution of 3,659 school sections.³³

It must be emphasized, however, that in Ontario the township school area is still a comparatively small area, geographically, when compared with the larger unit of administration that is found in Western Canada and which has already been discussed in some detail.

Two types of elementary schools are provided for under the School Act. These are designated as public schools and separate schools. The

³³Dominion Bureau of Statistics, op. cit., p. 115.

great majority of the latter are Roman Catholic Separate Schools. Again, as in the case in Saskatchewan, it is only at the elementary school level (Grades I - VIII in Ontario) that this dual system exists.

At the secondary school level, all the high schools (Grades IX - XIII) are within the public system, although the Separate School authorities are permitted to offer some high school work (up to Grade X only) in their Continuation Schools. These Continuation Schools, which in effect are small high schools usually located in small centres, may only be established where no high school district exists. The number of these Continuation Schools is being reduced and their ultimate disappearance is scheduled.

It also must be remembered that, according to Flower:

In Ontario, perhaps more so than in any other Canadian province, there exists a much sharper division between elementary and high school education.³⁴

Originally, all cities and separate towns in the province were created high school districts by the High Schools Act. However, only four of the cities have continued as high school districts; the others and some separate towns have divided to operate their elementary and high schools as a unit under boards of education. Until 1945, secondary school units included only a small fraction of the area of the province. However, at about that time larger high school districts began to be created with the boundaries of the high school district being determined by the county

³⁴Statement by Dr. G. E. Flower, personal interview, September 21, 1962.

council. As far as high school districts are concerned there is no recognition of municipal boundaries - in fact, in most cases the boundaries of high school districts violate those of municipalities.

For the purposes of elementary school inspection during the 1960-61 school year there were approximately 120 provincially-employed inspectors of public schools located throughout the province. Public school inspectors are responsible for the supervision of the public schools in a county or sometimes in a part of a county or a district. A further 60 were employed by the Department as Roman Catholic Separate School Inspectors, and these officials were responsible for inspection in the separate schools of several counties.

In addition to these public and separate school inspectors there were some 28 secondary school inspectors whose responsibilities were confined solely to the secondary schools of the province. Sixteen of these inspectors, regarded as specialists in their field, were designated staff inspectors, with headquarters in the Department of Education at Toronto. The remaining twelve were described as district secondary school inspectors and, as the name implies, were largely responsible for secondary school education in the district or region where they were located.

As well as this vast number of provincially-employed personnel referred to above, there was in the 1960-61 school year an almost equal number of public school superintendents and inspectors in the employ of local boards. As indicated elsewhere in this study, the trend toward local

appointment of inspectors in Ontario is a very strong one indeed and as one prominent Ontario educator stated:

The trend is more and more toward locally-employed inspectors, and this past year, for the first time, the number of locally-employed inspectors exceeded those provincially-employed.³⁵

In municipalities where boards appoint their own inspectors, there is no provincial inspector, and the locally-employed inspector is held responsible to the Minister for the performance of his duties, as well as to the Board which employs him.³⁶

The Powers, Duties and Functions of Inspectors of Schools in Ontario.

According to the Schools Administration Act of Ontario it is the duty of an inspector:

- (a) to bring about improvement in the work done in the classrooms by inspiring the teachers and pupils and by sympathetically assisting the teachers to improve their practice;
- (b) to assist and co-operate with school boards to the end that the schools may best serve the needs of the children;
- (c) to visit each school in his inspectorate during the school year and visit each classroom in operation in his inspectorate as often and for such length of time on each occasion as the Minister may direct;
- (d) to prepare a report of each school based on the visits made during the year in the form prescribed by the minister;
- (e) in the case of an elementary school inspector, to forward to each board in his inspectorate a copy of a report on its schools at least once a year;

³⁵Ibid.

³⁶Government of the Province of Ontario, The Schools Administration Act, Revised Statutes of Ontario, 1960, Chapter 361, (Toronto: Frank Fogg, Queen's Printer, 1961), Section 84, (3) p. 49.

- (f) on request, to make a general annual report as to the performance of his duties and the condition of the schools in his inspectorate to the Minister and also to the school board in the case of a municipal inspectorate;
- (g) to report to the medical officer of health of the municipality any case in which the school buildings or premises are found to be in unsanitary condition;
- (h) to furnish the Minister with information respecting any school in his inspectorate whenever required to do so;
- (i) to recommend the withholding or any portion of the legislative grant,

(i) Where the School Board has failed to operate its schools or to provide education in a school that is accessible to the pupils for less than six months in the year, except where the school has been closed by order of the medical officer of health or local or provincial health authorities on account of the prevalence of any communicable disease.

(ii) Where the board fails to transmit promptly the annual or other school returns properly completed,

(iii) Where the board fails to comply with this Act or the regulations,

(iv) Where the teacher uses or permits to be used as a text-book, any book not authorized by the regulations,

and in every case to report to the board and to the Minister his reasons for so doing;

(j) to discharge such other duties as may be required by the Minister or the regulations;

(k) to deliver to his successor on retiring from office, his official correspondence and all school papers in his custody on the order of the Minister.

(2) Every inspector is directly responsible to the Minister for the performance of his duties under subsection 1.

.....

(4) Where an inspector requires the testimony of a witness as to any alleged fact in any complaint or appeal made to him or to the Minister,

he may administer an oath to the witness and he has the like power to take evidence and enforce the attendance of witnesses and the production of documents as a court has in civil cases. R.S.O. 1950, c. 316, S. 123, amended.³⁷

As can be readily seen, the above constitutes a comprehensive list of duties. In addition to the above, school inspectors in Ontario have certain duties relating to Curriculum. It appears that elementary - school inspectors are automatically members of Co-ordinating Committees dealing with problems related to local curriculum planning. According to an official Memorandum authorized by the Minister of Education for Ontario the function of the Co-ordinating Committee is as follows:

- (a) to appoint local curriculum committees
- (b) to refer to these committees problems related to local curriculum planning;
- (c) to make arrangements for the meeting of such committees;
- (d) to call general meetings of teachers concerned for the purpose of receiving and discussing reports submitted by the committees;
- (e) to arrange for the co-ordination of courses of study into a unified and continuous program;
- (f) to recommend to the boards concerned the administrative steps required to give effect to changes finally agreed upon.³⁸

As in the case of other provinces the Inspector of Schools in Ontario acts in a dual capacity. On the one hand, as a representative of

³⁷Government of the Province of Ontario, The Schools Administration Act, Revised Statutes of Ontario, 1960, Chapter 361 (Toronto: Frank Fogg, Queen's Printer, 1961), Section 84, 1 - 4, pp. 47 - 49.

³⁸Government of the Province of Ontario, Department of Education Memorandum: Curriculum 3, July, 1950, (mimeo).

the Department of Education he is required to represent the Department in all matters of concern to school boards and to teachers. As this representative of the Department he ensures that the schools are operated in accordance with the Acts and Regulations. In this regard he serves the Board, since he acts on their behalf as described previously, in areas of instruction and curriculum. Recommendations are requested by the Department regarding the certification of teachers, major capital expenditures considered by school boards, and similar matters pertaining to the area for which the inspector is responsible. He has specific duties regarding such matters as approving transportation contracts, building projects, general legislative grants, school attendance and school accommodation. On the other hand, while the provincial inspector exercises no authority on behalf of Boards, he does frequently act as advisor regarding various matters.

For secondary school purposes, the province of Ontario is divided into twelve areas, each presided over by the District High School Inspector who has complete jurisdiction over the high schools in the area. As was found in an earlier chapter, secondary-school inspectors in Ontario are men who have shown ability as principals or vice-principals of secondary schools or who have had considerable experience in specific subject fields at the high school level.

While a number of the largest municipalities have their own superintendents of high schools, they still come under inspection by the provincially-appointed men. In addition to this team of District Inspectors, there is a number of "Staff inspectors" who are specialists in the various

subject fields. These staff inspectors extend their supervisory duties throughout the province. They travel the province as a whole, working closely with the district inspectors and doing a good deal of in-service work with high school teachers. In addition, these staff inspectors attend conferences at the provincial, regional and local level; work with committees where curriculum revisions are deemed necessary; and assist the Examinations Branch in its preparation of tests.

The Organization for the Control and Administration of Education in New Brunswick

The administration of education in New Brunswick tends to be largely controlled by the central government authority.

In the urban centres of the province, education is administered by an appointed board of officials. The majority of the members of this seven-man board are appointed by the local Municipal Council, while the remaining three, including the Chairman, are appointed by the provincial government. However, each rural district of the province, whatever its size, has a local school board which administers public education in its own territory. These boards are comprised of school trustees elected at annual meetings of ratepayers. These three-man elected boards serve as local committees to nominate a teacher and to look after local school management. However, while the basic unit for the administration of local schools is the district, these district boards have nothing whatever to do with finances. For the purposes of financing the rural schools, a large administrative unit, called the county unit, has been adopted.

In this county system of financing, rural districts of a county pool their resources and finance their schools as a unit. County Finance Boards of seven members are appointed by the County Councils and the Lieutenant-Governor-in-Council on the same plan as used in the appointment of urban boards described above.

What were formerly referred to as inspectors of schools in New Brunswick, are now called County Superintendents of Schools. These thirteen³⁹ department officials are responsible for the administration of education in the fifteen counties of the province. Each County Superintendent supervises a county unit of his own and, therefore, has supervision over all elementary and secondary schools (grades I - XII inclusive) either in one, or at the most, in two adjoining counties.

Each County Superintendent is provided with an assistant who has had experience as a teacher. This assistant, also an employee of the provincial Department of Education, assists him in the supervision and inspection of classrooms and teachers.

Although at one time County Superintendents of Schools inspected schools in towns and cities having their own local superintendents, such is no longer the case. In all seven instances, the locally-employed superintendents of cities and towns in the province are doing the work and completing the returns formerly undertaken by the County Superintendents. In New Brunswick, urban systems with a student enrolment of 2,000 or more

³⁹In the 1960 - 61 school year there were 13 County Superintendents of Schools.

are permitted to appoint their own local superintendents, and it would appear that most urban centres have done this. Many references in legislation and regulations are now made to "City, Town and County Superintendents". The Department of Education seems to have adopted the view that all are superintendents, from whatever source their salary is received, treats all similarly, and expects the same of all.

The Powers, Duties and Functions of Inspectors of Schools or County Superintendents in New Brunswick

In the New Brunswick Schools Act the duties and powers of inspectors are outlined as follows:

(1) Every inspector shall:

- (a) visit each school within his inspectorial district, examine the schools, schoolhouses and premises, inspect the school register, and generally ascertain if the provisions of the school law are there carried out and obeyed, and transmit to the Chief Superintendent a report of such inspection as often as the same may be required by the minister;
(a.m. 1959)
- (b) furnish trustees and teachers with such information as they may require respecting the operation of this Act and the performance of their duties, and advise with the teachers and trustees in all that may tend to promote their efficiency and the character and usefulness of their schools;
- (c) aid the Chief Superintendent in carrying out a uniform system of education, and generally in giving effect to this Act, and the regulations of the Lieutenant-Governor in Council; (a.m. 1959)
- (d) appoint a trustee or trustees of schools in cases hereinafter provided, and investigate and determine upon complaints respecting the election of trustees, and appoint an Auditor when the annual meeting, or a meeting at which trustees have been elected, has failed to do so, or when the auditor appointed dies, refuses or becomes incapable of acting, or has permanently left the district;

- (e) determine and report to the Chief Superintendent the districts, in his opinion, entitled during the following year to special aid as poor districts, with the grounds of such opinion.
- (2) Every inspector shall, by virtue of his office, be a commissioner for taking affidavits to be read in the Supreme Court. R.S. c. 52, S. 11; 1942, C 17, S. 4. ⁴⁰

As well as the above duties which are specified in provincial legislation there are certain Regulations respecting the New Brunswick Schools Act which have particular application for school inspectors. These appear as follows:

REGULATION 39

1. Each County Superintendent or assistant shall make a formal visitation of each school within his inspectorial district once each term; and of each department of each school once during each school year; provided, however, that he may omit, in his discretion, such visitations with respect to schools in cities or towns that employ superintendents or supervisors. The County Superintendent shall ascertain what subjects are taught in each school, shall examine on such subjects as he deems advisable, requiring on the part of the pupils an intelligent acquaintance therewith, shall observe the methods of the teacher, the tone and discipline of the school, and give counsel to the teacher as he deems necessary. In addition to the specific duties assigned to County Superintendents by law, and by any existing Regulations, it shall be the duty of each County Superintendent:

- (1) School Documents — To supply boards of school trustees and teachers with return forms and registers, and such other forms and documents as the Deputy Minister may from time to time direct.
- (2) Boundaries of School District—To report to the Deputy Minister from time to time, for the consideration of the Lieutenant-Governor in Council, necessary changes in the districts, to keep on file a complete record of the boundaries of all school districts within his inspectorial district and to notify the County concerned of any changes in boundaries of school districts within his inspectorial district.

⁴⁰Government of the Province of New Brunswick, The New Brunswick Schools Act, Chapter 204, Revised Statutes of New Brunswick 1952 (Fredericton: Queen's Printer, 1962) Section 10, (1) and (2) p. 6.

2. A District without a School: To confer with the board of trustees (if any) and the people, inquire into the educational condition and needs of the district and endeavour to secure, as early as possible, school privileges for all as contemplated by law.

3. Inspection:

- (1) to assure himself of the validity and class of the teacher's license, the regularity of the teacher's agreement and that the register is carefully and properly kept;
- (2) except in cities and incorporated towns to examine, when he deems necessary, the records of the board of school trustees and see that they are properly kept and entered in the minute book;
- (3) to enter in the register the date and length of his visit;
- (4) to note the condition of the school building and premises and to see that the school, in all respects, is maintained and controlled in conformity with the Program of Studies and of the Act and Regulations.
- (5) To extend for the day the regular school hours, if in the performance of duties connected with the inspection of any school or department he deems it necessary to do so. Nothing herein shall authorize the County Superintendent to detain the pupils of a school or department after the expiry of the school hours when the inspection is not previously in progress.

4. Report of the Trustees -- The County Superintendent shall make, when he deems it necessary or when required by the Deputy Minister or by the board of school trustees, a report to the board of school trustees respecting the result of his inspection, regarding the management of the school, school accommodation, appliances and premises. Should the County Superintendent's suggestions in respect of any of these points be disregarded, he shall report the matter to the Deputy Minister with such recommendation as he may deem proper.

5. (1) He shall, as frequently as may be possible in connection with his visits of inspection, confer with the teachers and trustees to point out successes or failures, and to make suggestions for the betterment of the school service.
- (2) He shall, whenever possible, co-operate with Teachers' or Trustees' Associations, Home and School Associations, Women's Institutes or any other societies whose aims may be improvement of school work and conditions or for the general welfare of the community.

6. Reports to the Deputy Minister -- On the first weekday of each month the County Superintendent shall submit to the Deputy Minister a report of the districts, schools and departments visited during the previous month. He shall also submit, within six weeks after the close of each school year, a general report indicating the educational condition of his district; which report shall, in whole or in part in the discretion of the Deputy Minister, be incorporated in the Annual Report.

7. Absence from District-- It is required of each County Superintendent and his Assistant not to be absent from his district during the working hours of each working day, except in a case of emergency or during annual vacation or for a purpose approved by the Deputy Minister.

The office of the County Superintendent shall be open during office hours of each working day of the year, and either the County Superintendent or his assistant should be available for consultation or advise at all reasonable times during the year.⁴¹

As the local representative of the Department of Education the County Superintendent consults with teachers and trustees in all matters that may tend to promote their efficiency and the character and the function of their schools. He observes the methods of the teachers, the tone and discipline of the schools, and gives counsel as he deems necessary. The County Superintendent is the liaison between local boards and the Department of Education. He must be present at all meetings of the County Finance Boards and his approval is required for the payment of all bills. He must approve local school building projects before provincial grants may be paid. As was gathered from the preceding paragraphs, the County Superintendent, by law, advises trustees in all matters pertaining to public education in their districts and ascertains that they are carrying out the law. He must therefore, be available at all reasonable times for consultation on school matters.

⁴¹Government of the Province of New Brunswick, Regulations Respecting the New Brunswick Schools Act, (Fredericton, Queen's Printer, 1959), Regulation 39, Section 1 - 7, pp. 34 - 35.

In summary, the County Superintendent is a supervisor, an educational administrator, the advisor to the finance board, the advisor to the trustee boards, and liaison officer between the public education system and the parents and taxpayers.

The Organization for the Control and Administration of Education in Nova Scotia

In Nova Scotia there are eighteen counties - fourteen on the mainland and four on Cape Breton Island. In twelve counties the area outside of the towns and cities is a unit of municipal government, while in six counties there are two municipal areas. Thus, there are twenty-four municipal units in which the ratepayers elect a county council. All the schools of the rural municipalities are operated by a municipal school board, appointed partly by the municipal council and partly by the provincial government. Each town and city is a separate municipal unit governed by a mayor and council. The schools of the town and city are operated by a board of school commissioners appointed by the council and the provincial government.

For school inspectorial purposes the province is divided into sixteen divisions. Most of these inspectorial divisions coincide with county boundaries or are districts composed of parts of two counties or districts. The divisional school inspectors in charge of each division are directly responsible to the Chief Inspector of the province. Thus it can be readily seen that the central education authority is represented in each area by a provincially-appointed inspector of schools. All reporting on the

instructional program in the field is directed to the Chief Inspector, and through him the inspectors receive all information relative to the interpretation of departmental policy within their inspectorates. The county school inspectors are also the advisors to municipal school boards, both rural and urban.

In most of the larger county areas in Nova Scotia divisional supervisors have been appointed to assist the inspector of schools. These professional people are also civil servants, and as in the case of school inspectors, are responsible to the Department of Education rather than to the local school boards. These divisional supervisors are primarily concerned with the improvement of classroom instruction, but depending upon the demands and their experience, are assigned certain other administrative duties. As indicated earlier, these divisional supervisors have not been included in this study. During the 1960 - 61 school year, in addition to the sixteen divisional inspectors, there were thirteen of these divisional supervisors employed in the province.

In the cities and in some of the larger towns of the province there are locally-employed superintendents of schools. As in other provinces, these locally-appointed Superintendents are responsible for the administration of all the local schools in their superintendency, and are considered to be the administrative officers of their local boards. However, the divisional inspectors as agents of the Department of Education for their division are available for advice to locally - appointed superintendents and their boards.

The Powers, Duties and Functions of Inspectors
of Schools in Nova Scotia

The statutory duties of Nova Scotia Inspectors as determined by legislation are as follows:

I. It is the duty of the inspector of schools for an inspectorial division:

- (a) to act as educational advisor to each municipal school board within his division;
- (b) to visit, as provided by the regulations, every public school, high school, bilingual school and the various departments in them within his division and to report fully on the conditions therein to the Minister;
- (c) to advise teachers and trustees respecting the performance of their duties, and especially to assist teachers in employing improved methods of imparting instruction, classifying pupils, and conducting classes;
- (d) to inspect and report on public schools and associated educational activities in his division, to consult with and co-operate with other educational agencies, and generally to aid the Minister in keeping in touch with educational conditions throughout the Province;
- (e) to promote the improvement of school houses and grounds;
- (f) to promote the advancement of education by holding public meetings;
- (g) to conduct teachers' institutes for the purpose of giving instruction in methods of teaching and management of schools;
- (h) to transmit to the Minister, on or before the first day of September in each year, a general report on the conditions of the sections in his division, and such statistical information as the Minister requires. 1953, c. 4, s. 5. ⁴²

The regulations of the Governor in Council under the Education Act clarify further the duties of Inspectors as follows:

Duties of School Inspector

- (1) An inspector of schools is responsible for the supervision of

⁴²Government of the Province of Nova Scotia, Department of Education, The Education Act and Regulations Under the Act (Halifax: 1961), Section 5, pp. 8 - 9.

all public schools in his inspectoral division and shall ensure that each public school classroom in his division is visited at least once each year and more frequently if necessary by

- (a) himself or a divisional supervisor; or
 - (b) an inspector or supervisor of a special subject; or
 - (c) a superintendent, supervisor of schools, supervising principal or principal of schools.
- (2) When the Minister or a school board requests him to do so, an inspector of schools shall
- (a) inspect any school in his division and make a report on his inspection to the Minister or the board, whichever requested the visit;
 - (b) confer with a school board on any educational matter.
- (3) Notwithstanding Regulation 2, the inspector of schools for a division shall investigate, in any or all of the schools of his division,
- (a) the qualifications and efficiency of the teachers;
 - (b) the adequacy and suitability of the school accommodations and equipment; and
 - (c) all matters affecting the educational progress, health, and comfort of the pupils.
- (4) During his visits the inspector of schools may
- (a) direct supervisory personnel, teachers and pupils in regard to school exercises and discipline; and
 - (b) consult with and advise supervisory personnel, principals, and teachers on the supervision, organization, teaching and administration of the school;
 - (c) take charge of the school insofar as it is necessary to the carrying out of the purpose of his visit.
- (5) The inspector of schools shall report periodically as required to the Minister
- (a) the results of his investigations; and
 - (b) his recommendations.
- (6) The inspector of schools shall
- (a) meet from time to time with supervisory personnel and principals to advise them regarding the carrying out of their duties and responsibilities and to provide an in-service training program in school administration and supervision;
 - (b) meet from time to time with school boards to advise them regarding the carrying out of their duties and responsibilities;
 - (c) meet from time to time with teachers to advise them regarding the carrying out of their duties and responsibilities and to provide an in-service training program for them in classroom management and methodology;

- (d) meet with parents and ratepayers to discuss educational matters as frequently as is possible without interference with the performance of his other duties.
- (7) Each inspector of schools shall report promptly to the Minister any failure to comply with the Act or these Regulations that comes to his attention.⁴³

Because Inspectors are employees of the Provincial Government, they are primarily regarded as interpreters of departmental policy and are recognized by the public generally as the representatives of the Department in their respective Divisions. Practically all problems in education in the area are referred to them in the first instance.

There appears to be much variation in the amount of administration carried on by the Inspector on behalf of the boards in his division. In the smaller divisions the Inspector still carries out many administrative duties, but in the larger divisions the Boards are now engaging their own administrative staffs. Inspectors regularly attend the meetings of the municipal school boards and advise on matters pertaining to public school education. Rarely is an Inspector delegated authority for direct action by boards. Rather, his role is advisory and all Inspectors advise school boards regarding appointments, transfers, or promotions of teaching personnel.

Locally-appointed Superintendents (called Supervisors of Schools in all areas outside of Halifax City) generally have no powers which they exercise on behalf of the Department of Education. They are considered to be agents of local Boards and in this capacity, they carry out

⁴³Government of the Province of Nova Scotia, The Education Act And Regulations Under the Act, Department of Education, (Halifax: 1961), A - Regulations of the Governor in Council, Section 1, (1) - (7), pp. 64 - 65.

the duties assigned to Boards under the Education Act. The provincially-employed Inspectors of Schools are the agents of the Department for their division and are therefore available for advice to board or local personnel. Representations from boards or local personnel to the Department are usually made in the first instance to the Provincial Inspector. As local systems increase in size it becomes continually more impractical for the Inspector to look after detailed supervision in local areas. As a result, therefore, the provincial Inspectors particularly in the heavier divisions, are tending to work through local personnel, and to delegate to them more responsibility than in the past.

The Organization for the Control and Administration of Education in Prince Edward Island

Prince Edward Island, the smallest Canadian province geographically, has a comparatively stable population. The province is mainly rural, but because of its relatively small size, isolation is not as pronounced as it is in some of the larger provinces.

As far as the administration of education in the province is concerned, there is found, on the one hand, in the Department of Education a very strong central control, and on the other, what appear to be relatively weak local boards of trustees, in general. The argument for this strong central body appears to be found in the obligation of the provincial government to offer to the people a better education than the majority would of themselves support. Prince Edward Island differs in this respect from the typical province in that over three-fifths of the

cost of elementary and secondary education is borne by the provincial government. The organization of the school system is comparatively simple. In 1957 - 58 there was in the province, a total of 449 schools. Of this number, 103 were of the one room type.⁴⁴ Most of these one room schools were attempting to teach the academic work of the first ten grades.

In Prince Edward Island, each school is normally controlled and managed by a separate local board consisting of three trustees and a secretary, except in the city of Charlottetown and the town of Summerside, where larger boards are permitted under legislative enactment. By this arrangement approximately 1700 officials are controlling the schools of the province.

The 1949 session of the Legislative Assembly amended the Public School Act to provide for the establishment of larger units of school administration. One such larger area was organized from seven former districts and a part of one other. However, on a vote of the ratepayers it was disbanded in 1956. Frecker, writing in 1956, hinted at difficulties when he said:

Though the policy of the Department of Education is to encourage the formation of larger units, and the Minister of Education possesses statutory powers to unite, separate or change the boundaries of school districts, the growth of the larger school unit movement will probably be slow.⁴⁵

The supervision of schools apart from those in the city of Charlottetown and the town of Summerside is carried out by a staff of seven

⁴⁴Dominion Bureau of Statistics, op. cit. p. 200.

⁴⁵G. A. Frecker, Education in the Atlantic Provinces, (Toronto: W. J. Gage and Co.,) The Quance Lectures for 1956, pp. 95-96.

superintendents, sometimes referred to as supervisors. Each superintendent, appointed and employed by the Department of Education, serves in an area known as an inspectorate and he is responsible for the supervision of both elementary and secondary education in the inspectorate area to which he is attached.

In Charlottetown and Summerside the administration and supervision of the school systems are the responsibility of superintendents appointed and employed by the urban councils of these centres. The provincially-employed superintendent performs no regular function in the urban areas of Charlottetown and Summerside, but he may give assistance, upon invitation. The locally-appointed superintendents work only within their own areas and conform to the general regulations of the Department.

The Powers Duties and Functions of Superintendents of Schools
in Prince Edward Island

Section 6 of the School Act for Prince Edward Island reads as follows:

Every Supervisor shall,--

- (a) Visit, at least three times each year, each school within his Inspectoral District; examine the schools and school houses' premises; inspect the School Register, and generally ascertain if this Act is carried out and obeyed, and transmit to the Director a Report of such Inspection as often as the same may be required by him;
- (b) Furnish trustees and teachers with information respecting the operation of this Act and the performance of their duties, and consult with and advise the Teachers in all that may tend to promote their efficiency and the character and usefulness of their schools;
- (c) Aid the Director in carrying out a uniform system of Education; and generally in giving effect to this Act and the Regulations.

- (d) Appoint Trustees under Section 41, and investigate and report upon complaints respecting the election of Trustees;
- (e) Diffuse information tending to promote the improvement of school houses and grounds, promote the advancement of education, by holding public meetings as frequently as possible, establish teachers' institutes for the purpose of affording instruction in methods of teaching and conduct the same in accordance with the Regulations;
- (f) Report to the Director the names of teachers inefficient in the discharge of their duties, and of districts failing to make reasonable provision for the health, comfort and progress of the children attending school;
- (g) Generally perform all such duties as are required of him by the Director and the Regulations, 1940, c. 1, c. 7; c. 11, s. 9.⁴⁶

In addition to the above outlined duties, each superintendent is expected to report monthly to the Provincial Attendance Officer the names of all pupils in the inspectorate whose school attendance has been unsatisfactory. Since grants for the construction of new schools and for major school improvements were introduced, the Superintendents of Schools have been required to maintain regular contact with districts effecting improvements, and to finally recommend the amount of grant to be paid. Certain Superintendents of Schools may be asked by the Department to serve on curriculum committees and to assist with the setting and supervision of provincial examinations.

In cases of dispute over a school board's accounts the Superintendent may be required to investigate the cause of the dispute and to audit the accounts. When a district at its annual school meeting fails to elect trustees or fill any vacancy occurring in the trusteeship, or when a trustee declines to act, the Superintendent of Schools has power to make appointments to such vacancies.

⁴⁶Government of the Province of Prince Edward Island, Department of Education, The School Act, Revised statutes of Prince Edward Island 1951, (Charlottetown: 1961), Chapter 145, Section 6, (a-g) p.5.

Apart from the above administrative duties undertaken on behalf of boards, superintendents do not have the administrative powers or authority given to school boards. Any services rendered on behalf of school boards tend to be advisory only. As in other provinces, Superintendents of Schools may be asked for advice in connection with the engagement of teachers, the renovation or improvement of classrooms, selection of school sites and school furniture and equipment.

The Organization for the Control and Administration of Education in Newfoundland

The system of education in Newfoundland has been described as a denominational one, schools being under the jurisdiction of the following denominations: The Church of England, the Roman Catholic Church, the United Church, the Salvation Army and the Pentecostal Assemblies. Of Newfoundland's education system Lloyd remarks:

In one other province, Newfoundland, the pattern also differs considerably from that of other provinces. There, an inflexible denominationalism eventually resulted in organization on a denominational basis For general policy purposes the Minister and Deputy are advised by a Roman Catholic representative and the representative of each of the five major Protestant denominations.⁴⁷

Dr. Rowe, at one time the Province's Minister of Education, in describing Newfoundland's education system remarked, "....it cannot be called a state system in the accepted use of the term, nor is it a church system controlled entirely by the several ecclesiastical bodies!"⁴⁸

⁴⁷Woodrow S. Lloyd, The Role of Government in Canadian Education, Toronto, W. J. Gage and Co. The Quance Lectures in Canadian Education 1959, p. 28.

⁴⁸F. W. Rowe, The History of Education in Newfoundland, Toronto Ryerson Press, 1962, p. 1.

The education system has therefore often been termed "unique"⁴⁹ in that it cannot be classified as a state system in the generally accepted sense of the term, nor can it be classified as a denominational system in which the church provides and maintains the educational facilities. Frecker has described the system as a public school system operating within a denominational framework allowing for the closest partnership between state and church in educational affairs.⁵⁰ According to Rowe, the provincial government in the final analysis controls education, and votes the money which makes the system possible.⁵¹ The money voted is expended through the Department of Education, where the major denominations are represented.

Together with the Minister and Deputy Minister of Education in Newfoundland, the administration of education in the province is undertaken by the Council of Education. This council is responsible for all educational policies insofar as such policies affect the whole province. It is composed of the Minister of Education who is chairman of the Council, the Deputy Minister who is vice-chairman, and five Superintendents of Education. These five Superintendents of Education represent each of the five major religious denominations, i.e. the Anglican Church, the Roman Catholic Church, the United Church of Canada, the Salvation Army

⁴⁹Rowe, op. cit., p. 1.

⁵⁰G. A. Frecker, Education in the Atlantic Provinces, Quance Lectures in Canadian Education, (Toronto: W. J. Gage and Co. Ltd., 1956), pp. 60 - 61.

⁵¹Rowe, op. cit., p. 1.

and the Pentecostal Assemblies. The most important function of the Superintendents is to act as the representatives in the Department of Education for their respective denominations. Theirs is a dual role, however, for as members of the Education Council they play a major part in formulating policy with regard to elementary and secondary education in the Province, but as officials of the Department they are bound by the policies of the Education Council and carry them out with respect to the schools of their various denominations.

The Newfoundland Education Act, 1960, defines the boundaries of 290 denominational school districts. Many of these districts which were originally established in the Education Act of 1927 were set out as near as possible along denominational lines. In addition to these denominational districts, there are twenty-five others where two or more religious groups have united to form "Amalgamated School Districts". In each of these 315 districts, the local school board is legally responsible for the organization and administration of education.

Until recently then, school district boundaries usually coincided with parish boundaries, although a few parishes were divided into two or more small districts, some supporting as few as one or two classrooms. Since 1950, however, many of these parish districts have consolidated to develop centralized school systems. As Frecker points out:

In some respects Newfoundland may be said to have preceded most, if not all, of the other provinces in the matter of establishing larger units of administration. Though the province has some 1300 settlements, it has never had more than 300 local boards operating in an equal number of educational districts. In some cases the educational districts, the boundaries of which

usually coincide with the boundaries of the various parishes, include as many as twenty little communities; in others, the district boundaries coincide with those of a single community; and in still other instances, particularly in the capital and the larger towns, because of the denominational organization the one community may harbor a number of educational districts.⁵²

In effect, this means that Newfoundland has a number of fairly large units in centralized regions; it also has a number of small districts operating only one or two classrooms each; and as Frecker points out, it has districts including as many as twenty little communities in remote areas. It is evident that under such circumstances the composition of school boards and the extent to which they effectively carry out the duties delegated to them by the Legislature will vary considerably from board to board and from district to district.

As already indicated the local education authorities within the educational districts are the boards of education. These are appointed by the Lieutenant - Governor in Council on the recommendation of the Superintendent under whose denomination the local board operates. Provision is made that one of the members shall be the senior clergyman of the denomination of the district and he is usually chairman of the board. Such boards normally consist of five, seven or nine members. One lay member of the board in order of seniority of appointment, must retire annually but is eligible for reappointment, and in many cases the same board members hold office for very long periods. New members are usually selected by the board itself to replace retiring members. These selections are sent to the proper Superintendent of Education and are made

⁵²Frecker, op. cit., p. 96.

legal through publication in the Gazette under the seal of the Lieutenant-Governor in Council.

The Newfoundland system of education appears to be replete with weaknesses. As Frecker indicates, the system tends to proliferate, become more complex and unwieldy as the religious denominations multiply, grow in size, and seek recognition.⁵³ Duplication of buildings and equipment in many areas has increased costs and decreased educational efficiency. A further weakness, also mentioned by Frecker, is that it is sometimes difficult to introduce changes because the Council of Education does not operate by a simple majority vote.⁵⁴ The aim of the Council is rather to secure general concurrence of the participating denominations before submitting policy proposals to the government. This apparent weakness, however, ensures that policies are well examined.

In Newfoundland, the officials charged with the responsibilities generally assigned to School Superintendents in the other provinces are known as District School Supervising Inspectors, and for short are called Supervisors. Because of the denominational character of the public school system, the personnel of the supervisory staff is more or less proportionately representative of the major denominations. The total complement of twenty-two men is made up of seven adherents of the Roman Catholic faith, seven of the Church of England, seven of the United Church of Canada and

⁵³Frecker, Ibid., p. 64.

⁵⁴Ibid., p. 65.

one of the Salvation Army. According to the Education Act of 1960,

Subject to the approval of the Lieutenant-Governor in Council, the Minister may appoint Supervising Inspectors who shall, as far as possible, be representative of the Anglican Church of Canada, the Roman Catholic Church, the United Church of Canada, the Salvation Army and the Pentecostal Assemblies of Newfoundland, and the duties of the Supervising Inspectors with regard to any religious denomination shall as far as possible be performed by such of the Inspectors as are members of that denomination.⁵⁵

In actual practice, however, because each Supervisor covers a wide district, he usually visits all the schools in his area which may include schools of all denominations. As has been already indicated, each Superintendent of Education is the director of the educational services of his particular denomination, so that when, for example, a Roman Catholic Supervisor visits a United Church school in his district, he reports in that case to the United Church Superintendent of Education. However, since the country is, by and large, demographically settled along denominational lines, for all practical purposes, a Supervisor of a particular religious affiliation is responsible to the Superintendent of Education for that church. In the more populous centres like St. John's, Corner Brook and Grand Falls, more than one Supervisor operates in the same community and the denominational factor is taken care of.

The Powers, Duties and Functions of Supervising Inspectors in Newfoundland

The statutory duties of Supervising Inspectors as determined by

⁵⁵Government of the Province of Newfoundland, An Act Prespecting Education, (St. John's: Queen's Printer, 1960), Section 53, 1, p. 28.

legislation are as follows:

- (2) Every Supervising Inspector shall reside in his district, unless he is specially exempted from that requirement by the Minister in writing.
- 54. Every Supervising Inspector shall
 - (a) visit every college and school in his district as often as possible during the year;
 - (b) ensure that the prescribed course of study is carried out in each college and school;
 - (c) assist teachers, especially those with limited training and experience, in the general planning and organization of their work, make suggestions for improvement where appropriate, and see that proper standards of instruction are maintained.
 - (d) examine and report on the performance and methods of teachers, using report forms prescribed by the Department;
 - (e) give demonstration lessons, at his discretion;
 - (f) enquire into methods used in maintaining discipline, and advise and assist teachers, Boards of Directors and School Boards in disciplinary problems;
 - (g) hold staff meetings in all schools with two or more classrooms;
 - (h) discuss with principals any weakness found in their schools;
 - (i) organize and conduct teachers' seminars in his district;
 - (j) report to the appropriate Board of Directors and School Board when the duties of teachers as prescribed by this Act are not being carried out;
 - (k) certify all school annual returns from his district, note on them the number of legally authorized days taught by each teacher listed on the return, and transmit the return to the proper Superintendent;
 - (l) encourage Boards of Directors and School Boards to establish school libraries and, where feasible, science, home economics, music, commercial, and other services;
 - (m) inspect the provision made for school ventilation, heating, cleaning, sanitation, and fire protection;
 - (n) report on the use of special Government maintenance, science, library, home economics, commercial and other similar grants;
 - (o) audit the financial return of any School Board when requested by the proper Superintendent so to do;
 - (p) furnish School Boards and teachers with information, when required, concerning the operation of this Act and the regulations and all other laws of the province relating to education;

- (q) attend and otherwise encourage, in his area, group meetings convened in the interests of education, and attend School Board meetings when requested to do so by the Board;
- (r) submit an annual report to the Deputy Minister of Education before the last day of December in each year, and
- (s) Carry out such other duties as may be assigned to him by the Deputy Minister of Education.⁵⁶

In Newfoundland, it would appear that a Supervising Inspector is essentially a helping teacher, but he also acts as a liaison between the Department of Education and the district boards of education. In his capacity of helping teacher, he endeavours to give most of his attention to the smaller, more isolated schools which are usually staffed by the more inexperienced teachers. In his dealings with boards of education the Supervisor is in a position to clarify departmental policies and to advise the chairman of the board with regard to the need for new schools, extensions, school equipment and other similar matters.

Every winter at the time schools close for the Christmas recess, all Supervisors return to headquarters and remain at the Department of Education for approximately a month. Part of their time is used in setting the Grade IX and X Public Examinations. It is felt in the Department that their knowledge of conditions around the province and their knowledge of the actual work of the schools, makes them as well qualified as any group that could be obtained for this assignment.

Each summer the Department of Education operates a Summer School

⁵⁶Ibid., Section 53 (2) and 54, pp. 28 - 30.

for beginning and probationary teachers. It is from this operation that most of the emergency supply and probationary teachers are recruited. Practically the whole staff including the Director of this summer school is made up of members of the supervisory staff, although it has been found necessary to add a number of senior teachers to the staff in more recent years.

In Newfoundland the District Supervising Inspectors are officially represented on the Advisory Committee on Education. This committee may advise the Minister of Education directly on any matters affecting elementary and secondary education. The Supervisors are represented by two members by their own group. Supervisors also serve on various sub-committees of the Advisory Committee, such as the Public Examinations Committee, the Curriculum Committee and the Teacher Recruitment Committee.

III. SUMMARY OF CHAPTER IV

By the British North America Act the right to legislate in respect of education is a matter reserved exclusively to provincial government. In most public school districts in Canada the authority and responsibility for the maintenance and operation of the public school system is vested in a board of trustees which is elected by the people of the district or community in which the schools are to be maintained.

Under provincial authority and in provincial statutes general statements of the powers, duties and responsibilities of provincially-employed school superintendents and inspectors are specifically set out

for most provinces in their School Acts or School Regulations. However, the law appears to demonstrate a wide range of ingenuity on the part of provincial legislatures, varying from almost no mention of duties assigned to superintendents in Saskatchewan, for example, to where in British Columbia, a superintendent may be given legal status as chief executive officer of a school board.

It is generally recognized in most provinces that with the school boards, the superintendents function as staff officers affording consultative and advisory service required by local government in the development and implementation of educational policies and programs. As departmental representatives, it is their duty to keep school boards and the Department informed of educational conditions in the schools, to draw attention to existing problems and to offer recommendations for improvements. Among parents and ratepayers generally, the superintendents are concerned with furnishing information to promote understanding of educational objectives of the board and teachers, and to provide liaison between the public at large and the school system.

It may be stated then, that the superintendent is chiefly concerned with:

- (1) improvement of instruction and learning;
- (2) encouragement of teachers to pool their efforts and experience in institutes, workshops and conventions so that each may benefit from the efforts of all;
- (3) improvement in the professional status of teachers;

- (4) the provision of an environment conducive to the maximum development of the child's capabilities;
- (5) enlistment of the understanding and cooperation of home and community in the functioning of the school; and
- (6) educational leadership as a continuing feature of educational service.

As has been shown, the duties of the provincially-employed school superintendent in Canada are many and varied. Not only do the duties vary between districts of different sizes, but also between districts of different types, and from one province to another. These duties include not only those tasks which an inspector is required to carry out for the Department of Education, but also those to be performed for the local school district. In short, the provincially-employed superintendent by statute is, and always has been, required to serve in this dual capacity.

PART C

RECRUITMENT AND SELECTION OF SUPERINTENDENTS

PREFACE TO PART C

The selection of competent people to fill vacancies in provincial superintendency staffs across this country is not a simple process. Clearly, it is an exacting task and one which is accomplished in diverse ways by the various provinces.

References in the literature both to the personal and professional qualities deemed necessary for successful administrative performance are quite numerous. Above-average intelligence, reasonably attractive appearance, good health, successful experience as a teacher and as an administrator, and some post-graduate study in education, are but some of the typically general criteria which are used to identify potential superintendents.

Upon examining the various public advertisements used in the majority of provinces to announce vacancies and invite applications for the superintendency, it was found that a statement of the minimum professional qualifications required of each candidate was usually indicated. In the remaining provinces where the method of selection precluded the use of public advertisements there also appeared to exist in writing, a statement of the minimum qualifications required of applicants for the position.

In these next few chapters an investigation is made of the criteria that are used by provincial departments of education in the selection of superintendents. Information regarding the criteria used in the various provinces was obtained through personal interviews and correspondence with deputy ministers and chief superintendents. Some comparison is also made

between the selection criteria which provincial departments of education employ, and those criteria that have been used as reported by the superintendents themselves. It was considered of interest to determine the extent to which there are differences in what is required or expected in the way of criteria, and what is finally considered acceptable for appointment.

The criteria for superintendency selection that are examined in the following chapters of this part are age, experience, academic preparation, sex, intelligence, personal qualities, health, religious and political affiliation. In the concluding chapter of this section there is an examination of the reasons why men enter the superintendency or inspectorate.

CHAPTER V

PROCEDURES USED IN RECRUITMENT AND SELECTION OF PERSONNEL FOR THE SUPERINTENDENCY

I. THE DEMAND FOR NEW PERSONNEL

The continued strength and vigour of the supervisory and inspection branch of any provincial department of education is dependent in large measure upon its ability to provide a continuous supply of creative leadership through the appointment of able and competent inspectors, whenever positions become vacant, or whenever additional staff is deemed necessary.

In the four year period, 1957-1960, departments of education in the nine English speaking provinces of Canada selected a total of 150 new appointees to fill vacant positions on their inspectorate staffs. Upon examination of Table V it is observed that these new appointees represent 31.2 per cent of the total inspectorate force employed by provincial departments of education in the 1960 school year. This demand for new superintendents continues to increase, and is indicated by the fact that in the following two-year period, 1961-1962, the demand for new appointees across the country showed an even greater increase, which is illustrated in Table VI.

How do those who aspire to the superintendency learn of existing vacancies? What measures do departments of education take to indicate that positions are available? These and other questions were put to

TABLE V

NEW APPOINTMENTS MADE IN THE PERIOD 1957-1960

Year of Appointment	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
1957	4	4	0	3	16	0	1 1 2 31
1958	3	1	5	1	18	1	0 1 0 30
1959	4	8	6	4	22	0	1 0 5 50
1960	5	6	3	2	13	1	1 1 5 37
Total number of new appointments	16	19	14	10	69	2	3 3 12 148
Total number of staff employed in the 1960 year	47	64	67	44	204	13	16 7 19 481
Percentage of the 1960 force appointed in the period 1957 - 1960	34.0	29.7	20.9	22.7	33.8	15.4	18.8 42.9 63.2 30.8

TABLE VI

NEW APPOINTMENTS FOR THE PERIOD 1961 - 1962

Year of Appointment	Number of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
1961	3	11	3	3	26	1	1	0	2	50
1962	5	5	4	2	26	1	0	2	2	47
Total number of new appointments	8	16	7	5	52	2	1	2	4	97

the various deputy ministers of education and chief superintendents of schools across the country.

Table VII indicates that in six of the nine provinces concerned, public notices are made announcing the existence of vacancies in the inspectorate staff of the province.

TABLE VII
PROVINCES IN WHICH VACANCIES FOR THE SUPERINTENDENCY
ARE ADVERTISED PUBLICLY

B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	P.E.I.	NFLD.
X		X	X		X		X	X

These public announcements are published in the Press, but may also appear in regular Department of Education newsletters, circulars or bulletins which are distributed to all schools or teachers of the province and therefore have a province-wide circulation. In Appendix E may be found samples of the types of public notices as inserted in the press in certain provinces.

In the three provinces which do not advertise publicly the following explanations were given. The Deputy Minister in Nova Scotia reported:

We do not always advertise these positions publicly. The Department employs inspectoral assistants whom we call divisional supervisors and about fifty per cent of these are men, chosen in the first instance from among principals of schools. As assistants to the inspectors, these men are given a certain amount of training under the guidance of the

inspector. When vacancies occur we therefore tend to promote these men to the inspectorate staff rather than advertise the position.¹

Advertisements are placed in the Press when vacancies occur for the position of divisional supervisor, however, and so it is at this level of appointment that the formal procedure of recruitment through the Civil Service Commission with its subsequent public advertisements takes place.

In the provinces of Ontario and Alberta the departments of education make no provision at all to have existing vacancies on their inspectorate staffs advertised in public notices.

II. LOCATING CANDIDATES

A first essential in developing a superintendency staff is to secure sufficient candidates with the requisite qualifications. It was of interest to ascertain the degree to which actual recruitment for new inspectors is confined to the province which is seeking candidates. This question was explored during the interviews with the deputy ministers and chief inspectors of the various provinces.

In British Columbia, advertisements in the Press and those placed in Civil Service notices or bulletins are circulated within the province only and no effort is made to recruit from outside of the province. According to the Deputy Minister of Education for the province:

We advertise whenever positions are vacant because this is the regulation, and we have to. However, we usually know the

¹Statement by Dr. H. P. Moffatt, personal interview, September 21, 1962.

man we want without advertising. While there may be a shortage of good applicants at times, there is never any shortage of people who want to join the provincial staff. All of our superintendents are B.C. men who were well known to us before being appointed.²

In Saskatchewan, public advertisements announcing vacancies are made only within the province and no appointments to the superintendency staff have been made from educators outside of the province.

The Chief Superintendent of Schools for Saskatchewan commented:

All our superintendents have been appointed from within the province, but there is no stated policy saying that applicants for the position of superintendent must be residents of Saskatchewan. We would consider applicants from anywhere, and I would not have too great a concern about appointing to the superintendency staff an educator who had not worked previously in our province. Such an appointee would be at a slight disadvantage for a time, but if he is a good appointment in the first instance, he would be the type of person who could acquaint himself with the system and with the requirements of the position in a reasonable length of time, and I think we could well afford to give him that length of time The only disadvantage he would suffer would be his unfamiliarity with Saskatchewan, and this is not unsurmountable by any means....If, for example, he came from Alberta or Manitoba, he would be able to adapt very easily; from another province the transition would be more difficult.³

Mr. Scott Bateman, Deputy Minister of Education for Manitoba stated:

Our appointments to the inspectorate staff are made from educators in Manitoba, chiefly because we do not have applicants from outside the province. Mind you, we do not advertise for school inspectors outside of Manitoba either. However, if we received an application from a candidate in another province

²Statement by Dr. J. F. K. English, personal interview, September 21, 1962.

³Statement by Mr. L. Bergstrom, personal interview, September 17, 1962.

we would consider it along with the other applications We have no definite policy on this. I do not think that Manitoba youngsters are unique in any way. They learn the same way as children in other places and if a competent person has had experience elsewhere, this would stand him in good stead in Manitoba. In fact, he may bring us some very good ideas. As a matter of fact, during this past year we gave very serious consideration to an outside candidate who was recommended to us and who was studying in the Division of Educational Administration at the University of Alberta. We felt that not only was his application about on a par with several of the Manitoba applicants, but also that there might be some advantages for us in selecting someone from outside the province Finally, however, it was decided not to proceed with the matter.⁴

As already indicated, the procedure adopted in Alberta does not include the public announcement of vacancies. However, the Ministerial Order establishing the regulations under which appointments to the superintendency staff may be made states:

He shall have completed five years of teaching experience in the classrooms of Alberta or other Canadian provinces.⁵

By this regulation, provision has been made for the appointment to the inspection staff of persons whose educational experience within the province itself may have been somewhat limited but whose outside experience and qualifications, it is felt, are compensating factors for this lack. It is indeed significant that Alberta affords the only example of a province where such a liberal provision has been made and where in actual practice appointments on this basis have been made. The recency

⁴Statement by Mr. Scott Bateman, personal interview, September 19, 1962.

⁵Province of Alberta, Department of Education Regulations, Ministerial Order, dated January 19, 1961.

of this Ministerial Order, perhaps, to some extent, reflects the views of the present Chief Superintendent of Schools for the province. His comments when questioned on this point were of interest:

I believe that perhaps Alberta has been as liberal in this regard as any of the provinces of Canada. However, I do think that a new appointee needs to have some identification with the province. For example, a superintendent was recently appointed who had been in the province only a year previously, although he had spent that year as a locally-employed assistant superintendent. I knew he was interested in an appointment, but I do not think that being from outside of the province I could have recommended him directly to the Minister. He therefore obtained for himself a position as an assistant superintendent, employed by a board, and having established himself in this position, was then appointed to our provincial staff. He came to us well recommended, and in addition had had teaching experience in two other Canadian provinces The difficulty, perhaps, is in public acceptance. The Minister has no qualms in this regard, but school boards and teachers, I think, would be concerned if they discovered that the superintendent being assigned to them had never had any experience in the province However, the probability of an educator from outside the province being appointed as an assistant superintendent by a school board is fairly strong, and if this person has the background and qualifications he can, in a year or two, establish himself as a candidate for the superintendency much more quickly this way than if he were a principal.⁶

A contrasting position to the above was found in Ontario where one of the regulations made under the Department of Education Act states:

Every candidate shall submit to the Minister evidence of at least seven years of successful teaching experience in the schools of Ontario, including at least two years in a public or separate school. O. Reg. 43/55. S. 6.⁷

By statute, therefore, only those educators who have had at least seven

⁶Statement by Dr. T. Byrne, personal interview, op. cit.

⁷Government of the Province of Ontario, The Revised Regulations Made Under The Department of Education Act, Regulation 82 (Toronto: Frank Fogg, Queen's Printer, 1962) p. 21.

years' teaching experience within the province of Ontario are eligible for selection. The comments of the Director of Education for Ontario were of interest:

We believe that our inspectors should know a great deal about Ontario and should have had considerable experience in our province. Someone from outside of Ontario would first of all have to become accustomed to our methods of teaching, because these vary across Canada A teacher whose experience has been outside of our province is not likely to even get an appointment to a senior school position at first. I think there would be a reasonable doubt on the part of a board of trustees whether such a person should even be a principal if he had never had experience in Ontario. Part of this is because they want to make sure that he is a good man. How can we be sure of this unless we ourselves inspect him before he is appointed? Otherwise, we are simply taking the word of some other inspectors from other provinces or from other countries, and I do not think that this is fair to our Ontario people.⁸

The Deputy Minister of Education for the province of New Brunswick when interviewed replied:

We advertise for superintendents only within the province, although we would accept an application from outside of the province. Indeed, many of our superintendents have been trained elsewhere. Preference, however, is given to an educator of the province provided he meets the qualifications established. An individual from outside of the province would have to have very special qualifications before he would take precedence over a candidate who has given service in the province We feel that a superintendent must know the program of studies, the School Act, and he must know and understand our people.⁹

The Civil Service Act of Nova Scotia stipulates that the only persons eligible for appointment are those who have resided in Nova Scotia

⁸Statement by Dr. Rivers, personal interview, op. cit.

⁹Statement by Dr. F. E. MacDiarmid, personal interview, September 20, 1962.

for at least five years, two of which have been immediately prior to appointment.¹⁰ However, provision is made whereby those appointments requiring special professional, technical or administrative ability are exempted from the above requirement.¹¹ Although such provisions do exist, the Deputy Minister of Education for the province made it quite clear that it was most unlikely that an educator outside of the province would be appointed as an inspector.¹²

In Prince Edward Island, too, the official concerned indicated that it was quite unlikely that anyone would be appointed superintendent who had not given service within the province previously.¹³

The Deputy Minister of Education for Newfoundland responding to these inquiries replied:

We do not advertise for our supervisors outside of Newfoundland and we have never done so. However, we would be prepared to accept applications from persons outside of the province. Several of us when appointed as supervisors, had never actually taught in Newfoundland. We were Newfoundlanders by birth, but we were teaching in other parts of Canada and the United States at the time of our appointment. We then returned to become supervisors in Newfoundland. Today, while we would consider an application from outside of the province, other things being equal, I think the Newfoundlander would be given the preference. This is only my personal opinion and I do not know what the other members of the department would think about it.¹⁴

As a result of these interviews it became apparent that in no

¹⁰Government of the Province of Nova Scotia, Civil Service Act, Chapter 34, Revised Statutes of Nova Scotia, 1954, (Halifax: Queen's Printer, 1961), S. 35, (1), p. 7.

¹¹Ibid., S. 35 (2), p. 7.

¹²Dr. H. P. Moffat, personal interview, op. cit.

¹³Dr. M. McKenzie, personal interview, September 19, 1962.

¹⁴Statement by Mr. P. J. Hanley, personal interview, September 17, 1962.

case is it customary for departments of education to advertise for inspectorate personnel outside of the province concerned. In British Columbia, Ontario and the four Atlantic Provinces department officials made it quite clear that an appointment to the inspection staff from a candidate outside of the province would be most unlikely. In the western provinces of Alberta, Saskatchewan and Manitoba the impression was given that applications from educators not within the province itself would be given some consideration.

It was of interest to discover the extent to which policies as stated by department of education officials compare with actual practice. Of the 464 superintendents surveyed, all but one had had previous educational experience in the province of his superintendency before appointment. The one superintendent from Alberta without actual teaching experience in the province, had, however, spent the year immediately prior to his appointment as a post-graduate student, studying educational administration at the University of Alberta, and therefore, could be regarded as having some identification with the province. Another Alberta superintendent's actual teaching experience had been gained in British Columbia. However, this superintendent had been employed by the Alberta Department of Education in its head office some years previously in an administrative capacity, and was therefore familiar with the provincial educational system. Upon investigation, it was also discovered that in the great majority of cases the position held by a candidate immediately prior to his appointment had also been in the same province as his present

inspectorate. There were only twelve exceptions to this. One superintendent from Alberta was in Ontario at the time of his application and subsequent selection. Another from Nova Scotia held a position in Saskatchewan immediately prior to his appointment to the inspectorate. However, in both of these cases the men concerned had given educational service to the province of their inspectorate in years past and were therefore already well known to the department officials. One superintendent from Prince Edward Island had been attending university in New Brunswick immediately prior to his appointment but he, too, had previous teaching experience on the Island. The remaining nine, representatives of the provinces of Saskatchewan, Manitoba and Ontario, had all been serving overseas as Education officers in the Armed Services immediately prior to their appointments during the closing months of World War II. In all of these cases each man had already given several years' service previously in his province and was therefore identified as a resident of the province.

It may be safely concluded that, as a general rule, new appointments to the superintendency are made from among educators already residing in the province. Few, if any, have ever been recruited from outside of the province. This situation can probably be accounted for by the fact that departments of education know more about the achievements of their own provincial men than they do about men in other provinces. Then again, departments of education may also take into consideration that their own provincial men know and understand the local conditions influencing

education better than men from outside the province. Perhaps the question is whether the greater knowledge of local provincial laws and customs should outweigh the fresh point of view of candidates from other provinces. There is also the fact that perhaps most departments of education feel that they are obligated to offer such positions to men who, to some extent, have been trained at the expense of the province. Weighted against this is the suggestion that there may be a danger of professional inbreeding by always employing local leadership. One would perhaps agree that provincial departments of education should reward service with promotion if a good co-operative spirit is to be maintained in the teaching and administrative staffs of the province. However, Reeder states a philosophy of promotion which should also be considered:

When local employees have qualifications which are equal to those of non-residents, it will usually be a good tonic to the local employees if one of them is promoted to the position; when their qualifications are not equal to those of non-residents, it will not be a good tonic to local employees to promote them.¹⁵

III. MEANS OF FINDING OUT ABOUT VACANCIES AS REPORTED BY SUPERINTENDENTS

In the questionnaire to superintendents, a section was devoted to the means that had been used to find out about existing vacancies on the various provincial inspectorial staffs.¹⁶ Respondents were asked to indicate the means by which they had learned of vacancies by placing a check (✓) alongside the appropriate factor. When several sources had been

¹⁵Ward G. Reeder, *School Boards and Superintendents*, op.cit., p. 57.

¹⁶See "Questionnaire To Superintendents and Inspectors", p. 12.

used respondents were asked to place a double check (✓✓) in order to denote the first source of information regarding the vacancy. Table VIII indicates the various means used in locating a vacancy or obtaining a position, as mentioned by superintendents. Table VIII contains a record of the number of times each factor was mentioned or reported by a superintendent as being the means he had used to find out about a vacancy. However, in many cases, as already mentioned, superintendents indicated that several means had been employed.

By assigning to each double check a weighting of "2", and to each single check a weighting of "1", Table IX was prepared.

Examining these two tables it can be readily seen that the factor—"A former superintendent or inspector informed me and recommended that I apply"—is an important means of entry into the inspectorate service, for 25.4 per cent of all superintendents indicated that this means had been used, and in certain provinces, in particular, the percentage using this means was considerably higher. This becomes perhaps more understandable when it is realized that the chief inspector or his equivalent in each province invites his staff of inspectors to recommend to him possible candidates, or at least to encourage potential prospects to make application. The Chief Superintendent of Alberta remarked on this point as follows:

I ask my superintendents and high school inspectors to do this. I depend a great deal upon them for appropriate nominees or persons to be considered, although I am not committed exclusively to this source. Frequently, the Division of Educational Administration at the University of Alberta will make recommendations. However, for the most part,

TABLE VIII

MEANS USED TO FIND OUT ABOUT VACANCIES

Means Used	Percentage of Superintendents by Province										
	B.C.	ALTA.	SASK.	MAN.	*A ONT.	**B	N.B.	N.S.	PEI.	NFLD.	TOTAL
A former superintendent or inspector informed me and recommended that I apply	57.4	38.1	11.9	36.4	17.4		16.7	35.7	28.6	29.4	25.4
An official of the provincial Department of Education suggested to me that I apply	48.9	60.3	38.8	34.3	41.9		41.7	50.0	28.6	52.9	43.8
From a newspaper advertisement	42.6		50.7	9.0			41.7	21.4		29.4	15.7
From an advertisement in a professional magazine				4.5						23.5	1.5
From a university or college of education		6.3	3.0		1.2						1.7
I inquired by letter as to the possibility of an opening	6.4	28.6	6.0	4.5	14.4			21.4	14.3		12.1
Had an application on file previously and I was notified that there were openings	19.1	20.6	13.4	16.4	16.2		25.0	7.1	14.3		15.9
Heard of vacancy and applied	8.5	1.6	11.9	10.4	4.8		41.7	21.4	28.6	17.6	8.8
Other sources not listed	10.6	23.8		1.5	50.9	100.0	8.3		14.3	5.9	29.1
Total number of means mentioned	91	113	91	70	245	26	21	22	9	27	715
Total number of respondents	47	63	67	44	167	26	12	14	7	17	464

*A. Ontario Elementary Inspectors

**B. Ontario Secondary Inspectors

Note: The percentages in each column may not total 100.0 since the respondents were permitted to check more than one factor.

TABLE IX

WEIGHTED SCORES OF THE MEANS USED TO FIND OUT ABOUT VACANCIES

Means Used	Weighted Scores of Superintendents by Province										
	B.C.	ALTA.	SASK.	MAN	*A, ONT.	**B	N.B.	N.S.	PEI.	NFLD.	TOTAL
Other sources not listed	10	30		2	170	52	2		2	2	270
An official of the provincial Department of Education suggested to me that I apply	28	47	31	30	80		6	10	12	13	247
A former superintendent or inspector informed me and recommended that I apply	37	32	11	21	39		3	6	2	6	157
Had an application on file previously and I was notified that there were openings	10	16	10	12	30		4	1	1		84
From a newspaper advertisement	22		35	6			6	3		5	77
I inquired by letter as to the possibility of an opening	3	20	4	3	28			4	1		63
Heard of a vacancy and applied	4	1	8	7	8		5	4	2	3	42
From a university or college of education		8	2		2						12
From an advertisement in a professional magazine				4						4	8
Totals	114	154	101	85	337	52	26	28	10	33	960
Number of respondents	47	63	67	44	167	26	12	14	7	17	464

*A. Ontario Elementary Inspectors

**B. Ontario Secondary Inspectors

the Department depends on its own staff to make recommendations.¹⁷

The Chief Superintendent of Saskatchewan made a similar comment:

The superintendents in the field try to encourage likely candidates to prepare themselves for the superintendency. If such men are unable to meet the specific criteria but are still taking university courses our superintendents may encourage them to perhaps orient some of their courses toward this field. In this way we try to keep those people who are potential candidates for competition both interested and aware of the fact that there are competitions.¹⁸

The Deputy Minister from Manitoba remarked:

As well as our public advertisements, some of us in the Department may contact individual men on whom we have been keeping an eye and suggest that they apply. We always emphasize that this does not guarantee a successful application. However, if not successful in one year, at least it has stimulated their thinking along this particular line and they may reapply the following year and be successful.¹⁹

This informal contact, then, by superintendents and inspectors in the field with those educators whom they believe have the necessary potential for superintendency service is of even greater significance than at first realized. Table VIII indicates that the factor -- "An official of the provincial Department of Education suggested to me that I apply" -- was mentioned by 45.5 per cent of the respondents. The interesting observation is that in each of the nine provinces concerned this means of finding out about vacancies had been mentioned

¹⁷Statement by Dr. T. C. Byrne, personal interview, op. cit.

¹⁸Statement by L. Bergstrom, personal interview, op. cit.

¹⁹Statement by Mr. Scott Bateman, personal interview, op. cit.

with significant consistency. Upon examination of the individual replies to this section, the "official" of the department most often referred to was the chief inspector or the deputy minister of the province concerned. One may conclude, therefore, (and this was confirmed in conversations with department officials), that superintendents in the field having first of all identified potential candidates, convey this information, formally or informally, to their chief superintendent. Having made the necessary inquiries regarding the personal qualities, qualifications and experience of these nominees, the chief superintendent may contact these men personally and invite them to make application or suggest that they do so.

The factor — "From a newspaper advertisement" — was one of some importance in the provinces of British Columbia, Saskatchewan, New Brunswick and Newfoundland, four of the provinces in which the use of public notices is employed.

Very few had employed the following means — "From an advertisement in a professional magazine". It is perhaps an interesting observation that in none of the nine provinces is a notice or advertisement inserted in the teachers' monthly professional journal or magazine. However, in those provinces where departments of education circulate on a regular basis their own bulletins and newsletters to teachers, these public notices of vacancies do appear. The Chief Superintendent for Saskatchewan when questioned on this matter answered:

When vacancies occur in our superintendency staff we ask the Public Service Commission to conduct a competition

for the purpose of setting up an eligibility list. The Public Service Commission conducts the competition which is advertised publicly in the Press. Apart from advertising such vacancies within the Public Service itself by means of the regular staff bulletins, the Press is the only other source we use. We have never used the Saskatchewan Teachers' Bulletin in which to place an advertisement, although I see no reason why we should not or could not. However, I do believe that our Public Service regulations require that advertisements announcing vacancies must appear in the public Press.²⁰

While the factor — "From a University or College of Education" — is quite common as a source of information about a superintendency position in the United States, with the exception of the one province of Alberta, departments of education do not appear to ask representatives of colleges or faculties of education at universities to assist them in nominating possible candidates for the superintendency staff. As already indicated, the Department of Educational Administration at the University of Alberta has recommended several of its successful post-graduate students for positions on the provincial superintendency staff, and Dr. Byrne, the Chief Superintendent of Schools for the province, continues to welcome nominees from this source.

In almost all of the Canadian provinces the factor — "I inquired by letter as to the possibility of an opening" — has been used by a few applicants. Thus, whether the Public or Civil Service Commission invites applications through a public notice, as is the procedure in most provinces, or whether there is an informal procedure of a completely

²⁰Statement by L. Bergstrom, personal interview, op. cit.

different nature, there are those who, aspiring to the position, take the initiative upon themselves and make a direct inquiry as to the possibility of an appointment. The Chief Superintendent for Alberta expressed his reaction to this type of application, as follows:

I receive quite a number of letters from principals who are interested in becoming superintendents of schools. I usually indicate to the person concerned that a letter of application is sufficient to show an interest, and this person's name is then placed on a list along with others. The procedures that we use in the department for selection are applied to that person who has made his own application in the same way as to the person who has been recommended.²¹

The number of respondents who mentioned the factor -- "Had an application on file previously and I was notified that there were openings," -- would tend to suggest that many who applied for such positions and were not successful in obtaining them in one particular year were appointed to inspectorate positions in subsequent years. It would appear that an application already on file is sufficient reason for an applicant to be reconsidered in any subsequent year, and by this means 15.9 per cent of inspectors had been appointed. The Chief Superintendent for Alberta expressed this opinion when he said:

Insofar as we do not advertise publicly for positions on the superintendency staff, we are always on the look-out for possible candidates We usually have a list of people not all of whom will be considered in one year, but we develop a list which is added to from time to time. The search is continuous.²²

²¹Statement by Dr. T. C. Byrne, personal interview, op. cit.

²²Ibid.

A small percentage of inspectors (8.8 per cent) indicated they had simply "heard of a vacancy and applied".

At the conclusion of this section of the questionnaire, a free response category was provided so that superintendents could indicate any other means not already listed by which they had become aware of vacancies or by which they had been appointed to the departmental staff. The responses in this category, particularly from the representatives of British Columbia, Alberta and Ontario are worthy of attention. In British Columbia, five superintendents indicated that they had been personally contacted by the Deputy Minister of Education or the Chief Superintendent of Schools. These officials, at the time of their initial contact, had actually invited the superintendents concerned to join the superintendency staff, and all five had accepted the offer. In Alberta, an almost identical situation appeared to be the case, and 23.8 per cent of the superintendents in this province mentioned this. Again, the Chief Superintendent or the Deputy Minister of Education was the official concerned, although the greater number of direct invitations to join the staff appeared to have come from the Chief Superintendent. The following are some of the representative sample responses of superintendents. These have been taken from their questionnaires and are reported verbatim.

I was offered an appointment to the staff by the appropriate official of the Provincial Department of Education.

The Chief Inspector asked me to join the staff.

I was offered this position by the Department of Education.

Dr. Byrne invited me to join the superintendency staff.

Questioned on this procedure, the Chief Superintendent commented

I am in very close touch with all the members of my staff from time to time. If I hear of a promising candidate I sometimes ask the high school inspector to sound him out and suggest to him that he might apply. (This is after I have established that he is scholastically competent and have thoroughly investigated him.) Sometimes, however, I will contact the person directly myself, and ask him directly if he is interested in joining the staff.²³

IV. THE ONTARIO PROCEDURE

It is indeed significant that more than half of the Ontario inspectors indicated that they had obtained their positions in ways other than the above. It would therefore appear that an account of the factors involved in appointment to the inspectorate staff of this province is perhaps necessary.

In Ontario, an elementary public or separate school inspector is required to hold the Elementary School Inspector's Certificate which is obtained only after a candidate has successfully completed both a written and oral examination conducted by the Department of Education in that province.²⁴ A candidate wishing to present himself for the examinations leading to the certificate is required to hold the following: a Permanent First Class Certificate or a Permanent Elementary

²³Statement by T. C. Byrne, personal interview, op. cit.

²⁴Government of the Province of Ontario, The Revised Regulations Made Under the Department of Education Act, Regulation 82, op. cit., pp. 19 - 21.

School Teacher's Certificate; a university degree of honour standing or of the general course in which a certain standing has been obtained and in which certain courses in English have been taken; standing in four particular units selected from among the education courses offered at the Ontario College of Education leading to the B. Paed., B. Ed., or M. Ed. degrees; seven years of successful experience in the schools of Ontario, including at least two years in a public or separate school.²⁵ The candidate must obtain a standing of sixty per cent in both the written and oral examinations for the Elementary School Inspector's Certificate in order to qualify. The examinations are held annually in Toronto and are based on the School Acts and Regulations, and the courses of study, text books and reference books pertaining to kindergarten and grades 1 to 9 education in Ontario.²⁶ In Appendix F, therefore, a sample of the 1962 Elementary School Inspectors' Written Examination may be found.

In addition to the above, each candidate is subjected to an oral examination of approximately thirty minutes, and in the words of the Chief Director of Education for Ontario:

This is a graded examination and not simply an interview. A board of six to ten members is established for the purpose of conducting these oral examinations. Each candidate is asked certain questions and judgment is passed by board members, not only on the quality of his answers, but on his reactions to the questions. We are interested in testing his reaction under pressure.²⁷

²⁵Ibid., pp. 19 - 21.

²⁶Ibid., p. 21.

²⁷Statement by Dr. Rivers, personal interview, op. cit.

As far as the actual content of the oral examination is concerned the Chief Director of Education revealed the following:

For years I have sat on this board of examiners.The question I ask may be on methods of teaching English, or on the duties of a school principal or inspector. We may ask specific questions relating to the school law as it affects the organization of larger school units of administration. Then, sometimes, there are questions where we devise a hypothetical situation or problem such as, "You are at dinner at your home in a rural community and you have to address the Home and School Association at 8:00 P.M. Suddenly, you get a call from the Minister of Education, long distance, asking you to report to the Department at once. What do you do?" You see, we want to test his judgment -- again, under stress and strain.²⁸

Those candidates in Ontario who are successful in both written and oral examinations and whose academic and experience qualifications meet the criteria that have been established are subsequently awarded an administrative credential, called the Elementary School Inspector's Certificate. Those who express a willingness to accept an appointment as inspector anywhere in the province are then placed on an eligibility list. By this means the Department of Education maintains a supply of qualified certificated applicants who, having expressed an interest in the inspectorate position, stand ready for appointment. It is, therefore, from among this eligibility list that new appointees are selected. Most of the public school inspectors in Ontario in answer to this section of their questionnaire made individual comments such as the following, which have been selected merely as being representative of the statements expressed.

²⁸Ibid.

In Ontario we do not know of vacancies in the Civil Service field. Inspectors' qualifications are obtained upon the successful performance in examinations, both written and oral, following which an applicant is assigned or not as the Department sees fit.

The program of requirements for appointment to the inspectorate service is known to any interested and qualified teacher. I applied for admission to the examinations, and after writing them and passing them I was appointed.

In Ontario one does not apply. A friend who was an inspector told me that I should be doing this work. I was successful in passing the oral and written exams for the inspector's certificate and a few months later was asked if I would accept an appointment.

I obtained the qualifications and waited for an appointment.

In Ontario we write examinations leading to an Inspector's Certificate. Successful candidates become eligible for appointment on receipt of the certificate if their personal qualifications are satisfactory. In other words, you are invited to become an inspector.

Most of the separate school inspectors made similar comments regarding the means of obtaining their position according to the above established procedure. However, the following comments were of particular interest:

Rumours circulated that new separate school inspectorates would be formed in the province, so I qualified and stood ready for appointment anywhere.

In my line as an inspector of bi-lingual schools there are always possibilities for appointment. The need still exists as Roman Catholic inspectorates are expanding greatly.

The annual report of the Minister indicated that a new bi-lingual schools' inspectorate would be established. I went to see the chief inspector who confirmed the information and a few months later he recommended my appointment.

There has been a shortage of Separate School Inspectors in Ontario for some time now, and so I applied for a position.

Ontario, therefore, provides the only example of a province which insists on the possession of a certificate for entry into the inspectorate service, and it is the only province where the Department of Education itself issues an administrative credential of this nature. It is also interesting to note that this certificate has been a requirement of all candidates seeking inspectorate positions for many years. The Director of Education stated:

Every one of our elementary school inspectors has to possess this credential. I cannot tell you exactly when this requirement became a necessity, and the details may have changed throughout the years, but it certainly goes back thirty years.²⁹

A different procedure again is employed by the Department of Education in Ontario to obtain the services of high school inspectors whose responsibilities are confined entirely to the supervision and inspection of schools at the secondary level. Provincially-employed secondary school inspectors are selected from among the outstanding secondary school teachers and principals in the province. There are no prescribed qualifying examinations for secondary school appointees and they are invited or asked to join the secondary school inspectorial staff. At no time are vacancies advertised.³⁰ It was significant to observe the consistency with which all twenty-six secondary school inspectors answered this section of their questionnaire. Both those secondary school inspectors serving in regions or districts and known as District

²⁹Statement by Dr. F. S. Rivers, personal interview, op. cit.

³⁰Dr. F. S. Rivers, personal letter to the investigator, March 16, 1962.

Inspectors, and those designated as Secondary School Staff Inspectors, specialists in a particular field, and working out of headquarters in Toronto, indicated that almost identical procedures had been employed in their appointments to the staff. Representative of the comments were these:

Vacancies are not announced. One is invited to join the Department of Education staff. This invitation is extended to outstanding teachers and principals with high academic, administrative and personal qualifications.

Secondary school inspectors in Ontario are selected by Department officials. A person cannot apply in any way. It is by invitation only.

I was appointed on the recommendation of Chief Inspector, L.S. Beattie. No application was made and this offer came as a surprise.

The Superintendent of Secondary Education offered the position to me without any approach on my part.

The Superintendent of Secondary Education, Dr. Randall, asked me to join his inspection staff.

V. THE SELECTION PROCESS

In British Columbia, all applications are forwarded to the Deputy Minister for examination. Information from the field staff pertinent to each applicant's suitability for appointment is obtained. Then, at a joint meeting of the Civil Service Commission together with Department of Education officials (the Deputy Minister and the Chief Inspector), the selection is made. As the Deputy Minister stated:

When we have made our choice, and after all we know all of these fellows, I go to the Minister with my recommendations and that's all there is to it. He usually

asks questions about them, but he always acts on my recommendation. I know of no occasion when my recommendations have been turned down.³¹

The first step for the Public Service Commission in Saskatchewan is to appoint a Panel whose specific function is to screen all applicants and to ultimately recommend for appointment suitable candidates. The Panel consists of three people who are as follows:

1. a selection officer from the Public Service Commission.
2. a person outside of the Department of Education entirely.

This person usually is perhaps a senior dean of one of the colleges, or an official of the Trustees' Association, or occasionally one of the senior principals in the province.

3. the Chief Superintendent of Schools.³²

On the first meeting the Panel reviews all of the applications, screening them and reducing the original number. The screening is done to eliminate those whose qualifications or experience are not considered to be satisfactory. Those successful upon the first screening are interviewed by the Panel. Each Panel member participates in the interview and makes a separate independent rating of each candidate according to a scale. When the interviews are completed, the Panel members discuss their ratings and endeavour to arrive at a composite rating for each candidate. The ratings are expressed in points quantitatively, so

³¹Statement by Dr. J. F. K. English, personal interview, op. cit.

³²Statement by Mr. L. H. Bergstrom, personal interview, op. cit.

that the candidate selected as best of those interviewed emerges at the head of the eligibility or certified list with the highest total. The others so certified are then arranged by the Panel in order of preference.³³ The number to be certified or deemed eligible usually exceeds the number of vacancies available. For example, if there is only one vacancy three applicants will be certified; if there are two vacancies five applicants will be certified by the Panel and so on. Those candidates who have been certified by the panel for an appointment are placed on a list which is sent to the Deputy Minister. It is from this list that the appointments are made. According to the Chief Superintendent:

In the first instance I submit to the Deputy Minister a recommendation of those who I feel should be appointed from the certified or eligibility list, and he may approve it himself or refer it to the Minister. Normally, the Minister is consulted so that if he has any observations to make he may do so. We are entitled to select any name that is on the certified list, but generally speaking we are expected to select from the top of the list, and this in practice is what we do. The names that I recommend are approved by the Minister, although it is the Public Service Commission that actually makes the appointment. There has never been an occasion in which the Minister has not approved my recommendation.³⁴

In Manitoba, the Civil Service Commission appoints an Oral Board to review and screen applicants. This Board includes at least one representative from the Department (the Chief Inspector or the Deputy Minister), one representative from the Civil Service Commission, and as a general rule,

³³Ibid.

³⁴Statement by Mr. L. Bergstrom, personal interview, op. cit.

one representative from some other department.³⁵ Every applicant is met by this Oral Board and at the end of the series of interviews the Board in camera discusses the various applicants and lists them in order of preference. Generally, there are about three times as many names listed as there are vacancies available. This list is then sent to the Minister with a statement that the following applicants listed in order of preference have the qualifications and personal characteristics deemed to be suitable for appointment. The Minister looks over the list and usually consults with both the Deputy Minister and the Chief Superintendent.

The Deputy Minister for Manitoba remarked:

I can say that almost without exception the people who are offered appointment are the ones who are first on the list and it is only on rare occasions that we depart from the order of the Board.³⁶

In the Maritimes, as already indicated by Table V, the number of new appointments to the inspectorate service per year is relatively small. There are usually no more than one, or at the most, two new appointments to be made in any one year. However, there is some variation in procedure, as indicated by the following.

In the province of Nova Scotia, inspectors tend to be appointed from among the ranks of the staff of Divisional Supervisors, and therefore existing vacancies in the inspectorate service are not advertised publicly at all. Such a procedure has already taken place in the recruitment of divisional

³⁵Mr. B. Scott Bateman, personal interview, op. cit.

³⁶Statement by Mr. Scott Bateman, personal interview, op. cit.

supervisors. The Chief Inspector, the Director of Education, the Deputy Minister and the Minister are all involved in making the final recommendation for the appointment of an inspector. This recommendation is passed on to the Civil Service Commissioner of the province, who then makes the final appointment.³⁷

In New Brunswick there is the formal procedure whereby the members of the Civil Service Commission undertake the responsibility of recruitment. Together with the Deputy Minister and the Chief County Superintendent of Schools acting as an advisory council, this Commission then interviews applicants, assesses them and finally makes selections. The Civil Service Commission then presents its recommended selection to the Deputy Minister, who in turn informs the Minister of the decision.³⁸ As in the other provinces where this formal procedure is adopted, the Civil Service Commission actually makes the appointment. However, as intimated by the Deputy Minister, the incumbent is given an opportunity to recommend his successor.

The retiring superintendent of schools in the county concerned is usually asked to present his recommendation of the person whom he would wish to have succeed him, and we take this recommendation into consideration in arriving at our final selection.³⁹

In Prince Edward Island it is customary for both the Minister and the Deputy Minister to personally interview all applicants. Apart from these interviews during which an assessment of the candidates' suitability is made,

³⁷Dr. H. P. Moffatt, personal interview, op. cit.

³⁸Dr. F. E. MacDiarmid, letter to the writer, March 12, 1962.

³⁹Statement by Dr. MacDiarmid, personal interview, op. cit.

there is no formal procedure for their selection. In Prince Edward Island there is no Civil Service Commission established as yet, although it is hoped that this will be introduced shortly. All applications are therefore forwarded directly to the Deputy Minister.⁴⁰ According to the Deputy Minister in Newfoundland:

There is no specific application form for applying for the position of School Supervisor. These posts are exempt from the Civil Service Commission, and appointments are made by the Lieutenant-Governor-in-Council on the recommendation of the Minister.⁴¹

It would appear that all applications are forwarded directly to the Deputy Minister who, for purposes of selection and appointment, calls together a committee of the Department of Education. Because of the denominational character of the education system, this committee is composed of the five Denominational Superintendents of Education. In the public notices which are published in the press, those Denominational Divisions in which there are vacancies are clearly indicated, and therefore the candidates of particular religious denominations apply only for supervisory positions within that denomination. The Committee discusses the various applications, but as the Deputy Minister of Education further stated:

To the Superintendent of the denomination which is seeking supervisors I usually say, 'Now these are your teachers and you know them far better than we do. Which ones are you prepared to recommend?' He then indicates his choice from among the applicants and the committee agrees. The recommendation is then made to the Minister that this candidate be appointed, so you can see it is a nice little family affair.⁴²

⁴⁰Dr. M. MacKenzie, personal interview, op. cit.

⁴¹Statement by Mr. P. J. Hanley, letter to the writer, December 6, 1962.

⁴²Mr. P. J. Hanley, personal interview, op. cit.

VI. THE USE OF THE INTERVIEW IN THE SELECTION PROCESS

The interview has been described as "the conversation with a purpose."⁴³ It is perhaps the most commonly used method for obtaining information from another person and in employment procedures no selection device has a longer history. It would also appear that no selection device other than the application blank enjoys such general acceptance.

As indicated in Table X, formal interviews are held with prospective candidates in five of the provinces concerned.

TABLE X

THE USE OF FORMAL INTERVIEWS IN THE
SELECTION PROCESS

Extent to Which Formal Interviews Are Employed	Provincial Departments of Education							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld.
Formal interviews held			X	X	X	X		X
No formal interviews held	X	X					X	

The procedure in the two prairie provinces of Saskatchewan and

⁴³Walter V. Bingham and Bruce V. Moore, How to Interview, 3rd Revised Edition (New York: Harper and Brothers, 1941), p. 1.

Manitoba where all applicants are interviewed by the Panel and the Oral Board respectively has already been discussed, as has the formal interview and oral examination which is conducted for all candidates seeking the Elementary School Inspector's Certificate in the province of Ontario. The provinces of New Brunswick and Prince Edward Island also indicated that interviews with prospective candidates always took place during which time the deputy ministers and chief superintendents were able to question applicants. In the four provinces of British Columbia, Alberta, Nova Scotia and Newfoundland, however, it would appear that formal interviews with applicants do not take place. Officials from these provinces expressed the opinion that the men applying for such positions would be sufficiently well known to the officers of the Department of Education that interviews would not be necessary. In the case of Newfoundland, the superintendents, as already indicated, are largely responsible for the selection of their own supervisors. It would appear that over the years they come to know the educators who have potential for such supervisory positions. In Nova Scotia, particularly in recent years, inspectors tend to have been selected from among the staff of divisional supervisors. As employees of the Department of Education already, these men have been previously screened and selected by the Department for their positions. Their performance in the field as supervisors of instruction is considered to be sufficient evidence as to their suitability for an inspectorate position. The Deputy Minister for British Columbia, when questioned on this matter of interviews, stated:

We do not call in the applicants for an interview. It is true that the Civil Service Commission normally does require an

interview, but since the men making application have been principals for many years they are all well known to us. There are four of us concerned with this selection process and each candidate is bound to be known by at least one of us.⁵⁴

The informal procedures adopted in Alberta for the selection of superintendents have already been discussed. However, while no formal interview before a committee takes place, those candidates who have been recommended by other superintendents in the field and who have successfully passed the preliminary screening are usually visited by the Chief Superintendent of Schools. However, this is more in the nature of an informal chat regarding the superintendency rather than a formal interview.⁵⁵

As the Chief Superintendent for Alberta indicated:

I try to interview each person at some time while his record is under consideration. I do not for a moment think that I can make an appraisal of a person through such an interview, but it does give a somewhat different perspective with respect to the applicant.⁵⁶

VII. SUMMARY OF CHAPTER V

In this chapter an examination has been made of the steps taken by departments of education in locating suitable personnel to fill superintendency vacancies as they become available. It was discovered that in seven of the provinces concerned, public notices announcing vacancies are published

⁵⁴Statement by Dr. J. F. K. English, personal interview, op. cit.

⁵⁵Dr. T. C. Byrne, personal interview, op. cit.

⁵⁶Statement by T. C. Byrne personal letter to the investigator, March 14, 1962.

in the press, as well as in bulletins, circulars and other government publications. However, in the two remaining provinces of Alberta and Ontario, no such public notices advertising vacancies and inviting applications appear in the press, or indeed elsewhere. In Alberta, it was found that a somewhat more informal method is used to locate possible candidates for the superintendency. As part of this procedure the Chief Superintendent of Schools for Alberta relies largely on his superintendents and inspectors in the field, as well as the staff of the Department of Educational Administration of the Faculty of Education of the University of Alberta to nominate possible and suitable candidates for the position. In Ontario, those aspiring to the position of inspector must first pass a qualifying examination. Success in this oral and written examination makes them eligible for an inspectorial position when such becomes available.

It was also discovered that, in general, all new appointments to a provincial superintendency staff are made from among educators already residing within that province. In certain provinces the qualifications required of a superintendent according to the Act, specify a certain length of educational service within the province itself, while others do not spell this out. However, it would appear that there is little likelihood of an educator from outside the province or one who has not had some association or identification with the province, being selected for such a position. No attempt appears to be made by provincial departments of education to advertise superintendency vacancies outside of their province.

Superintendents were asked to indicate what means they had used to

locate superintendency vacancies or to obtain their positions on the provincial staff. The following appeared to be the most frequently adopted means:

- (1) An official of the provincial Department of Education (Chief Superintendent or Deputy Minister) suggested to me that I apply.
- (2) A former superintendent or inspector informed me and recommended that I apply.
- (3) From a newspaper advertisement.
- (4) I had an application on file previously, and was notified that there were openings.

The means adopted by almost all of the Ontario inspectors was simply to write successfully the examinations leading to the Inspector's Certificate, obtain the qualifications, and wait for an appointment.

Ontario affords the only example of a provincial department of education which insists on the possession of a certificate or credential for entry into the inspectorate service, and this administrative credential has been issued by the province for many years.

In the latter part of this chapter an investigation into the actual selection process itself was attempted. It would appear that in the great majority of provinces where the Civil Service Commission announces the vacancies and invites applications, this same body investigates, screens and may interview applicants, before making its final selection. In most cases the Deputy Minister of Education and/or the Chief Superintendent or

Inspector of Schools serves on the Committee which is considering candidates, and thereby is able to exert influence in the choice of successful applicants. Again, it should be pointed out that in several provinces Deputy Ministers of Education and Chief Superintendents and Inspectors tend to rely heavily upon the judgments and recommendations of their inspectors and superintendents in the field. It is felt that these are the men who are usually more closely associated with the work of potential candidates, and consequently, better able to determine their competence and suitability for such a position.

CHAPTER VI

AGE AS A CRITERION IN SELECTION

Campbell and Gregg state:

Leaders tend to be older than followers, of course, but age and success do not appear to be related in any way that could be of great use in leadership selection. Extreme youth or senility, however, could be significant factors. A school administrator must be old enough to have the maturity, experience, and education necessary to do his work and command the respect of his associates. He must be young enough so that his services will be marketable and available for a significant number of years.¹

In the interview conducted with each deputy minister and chief superintendent, the following question was asked: "Does your Department have a policy regarding age when considering appointments to the superintendency staff?" It was found that no specific requirement as to age had been developed as a written or stated departmental policy in any province. However, it would appear that while no firm policies have been stated, age is certainly a factor in selection. Apparently, most departments of education have developed, as a rule of thumb, a most desirable age range for their new appointees. They are, however, prepared on occasion, to depart from this age range if the special qualifications or outstanding abilities of a person are such as to warrant an appointment.

Table XI illustrates the age preferences for new appointees as stated by the various department officials. It can be seen that these age

¹R. F. Campbell and R. T. Gregg (ed.) Administrative Behavior in Education, (New York: Harper and Bros. 1957) p. 411.

TABLE XI

AGE OF SUPERINTENDENTS AT FIRST APPOINTMENT

Province	Preferred age for new appoint- ees as stated by Department officials		Actual age at appointment as indicated by new appointees	
	Preferred Minimum age	Preferred Maximum age	Minimum age range	Maximum age range
B.C.	40	50	31 - 35	51 - 55
ALTA.	28	45	28 - 30	46 - 50
SASK.	28	50	31 - 35	46 - 50
MAN.	35	50	31 - 35	56 - 60
ONT.	28	45	26 - 30	56 - 60
N.B.	35	45	31 - 35	51 - 55
N.S.	30	50	46 - 50	46 - 50
P.E.I.	30	50	20 - 25	46 - 50
NFLD.	25	35	20 - 25	41 - 45

preferences for candidates range from a minimum age of twenty-five years to a maximum of fifty years.

In the questionnaire, superintendents were asked to indicate their age at the time of appointment and this information for comparative purposes is also presented in Table XI. However, an examination of Table XII reveals more specifically the facts regarding age in the selection of superintendents for the various provinces.

British Columbia

The median age at appointment in British Columbia was found to be as high as 42.7 years and the comments of the Deputy Minister from that province were of interest in this regard:

Our new appointees in all cases have been principals of schools and have put in many years of service already. They are almost certain to be between forty and fifty years of age before they are mature enough for us to take them. We usually appoint men in their early forties and plan on getting approximately twenty good years of service from them.²

These statements of Dr. English appeared to be supported by the information provided in the returned questionnaires and illustrated in Table XII. There were only two superintendents on the present staff in British Columbia who were appointed below the age of 35 years and these appointments were made more than twenty years ago. As Dr. English further stated:

It is very doubtful that we would choose a man who is under thirty-five and we certainly would not appoint a man under the age of thirty. He would be dealing with principals who have

²Statement by Dr. J. F. K. English, personal interview, op. cit.

TABLE XII

AGE AT FIRST APPOINTMENT TO THE SUPERINTENDENCY

	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
25 or below								14.3	23.5	1.1
26 - 30		9.5			11.9		7.1	14.3	23.5	7.5
31 - 35	4.2	30.2	17.9	4.5	21.8	8.3	28.6	14.3	23.5	18.8
36 - 40	27.7	38.1	46.3	25.0	29.5	41.7	21.4	14.3	11.8	31.7
41 - 45	40.4	19.0	29.9	38.6	24.9	25.0	21.4	28.6	17.6	27.4
46 - 50	17.0	3.2	6.0	27.3	10.4	16.7	21.4	14.3		11.2
51 - 55	10.6			2.3	1.0	8.3				1.9
56 - 60				2.3	0.5					0.4
Median age at appointment	42.7	36.9	39.0	43.1	38.3	40.5	38.8	38.0	31.1	39.1
Total number of respondents	47	63	67	44	193	12	14	7	17	464

many years' experience in school administration and he would, therefore, not have the prestige or the respect of teachers of long standing. These are all things to be borne in mind. Occasionally, we appoint a man who is under forty but this does not happen very often now.³

It was found that 40.4 per cent of the superintendents in British Columbia were appointed between the ages of 41 and 45 years, and it was interesting to note that a further 27.7 per cent were over 45 years of age at appointment.

Alberta

In Alberta, the median age at appointment of the present staff was 36.9 years. Only two men presently on staff were over 45 years of age at appointment, and almost forty per cent of the men were below the age of thirty-five. As Dr. Byrne indicated:

I think we are inclined to favour younger men for two or three reasons. First of all, I really think you get better people if you select persons of considerable potential rather than taking middle-aged men who have had long experience but have less potential. I suppose selecting younger people has its disadvantages, but I think in this way we have succeeded in getting talented people who really do a good deal in the first years of their appointment.⁴

This emphasis on the selection of younger candidates is illustrated by the fact that in Alberta 77.8 per cent at appointment were below the age of 40. However, as Dr. Byrne remarked:

When I say I prefer young men, I am thinking in terms of 30 years of age and up. Comparatively few people are appointed

³Ibid.

⁴Statement by Dr. T. C. Byrne, personal interview, op. cit.

younger than this. However, if the demand is great I would certainly bet on a twenty-eight year old who had good scholastic competency and who in ten years or so had demonstrated that he really had good ideas I cannot recall that we have appointed anyone over the age of fifty, although we recently offered an appointment to a man who was fifty and who was highly regarded, but he decided not to accept the position. I am using this as an illustration to indicate that we would have been quite prepared to make an appointment in this case. We have appointed men aged forty-five to fifty on rare occasions -- men who have suddenly shown themselves rather late in life -- so you see we are not doctrinaire to young men.⁵

Saskatchewan

In Saskatchewan, 46.3 per cent of the superintendents were between the ages of 36 and 40 at appointment and the median age in this province was found to be 39 years. Comparatively few over the age of 45 have been appointed, and in 1961-62, there were no superintendents on staff who had been below the age of 30 at appointment. According to the Chief Superintendent:

As a rule of thumb, the most desirable range for us is between the ages of 30 and 50. We have appointed men under 30 and some over 50 but not very frequently If I may express a considered personal opinion, I think we could appoint men as low as age 25, but we rarely go below 30 and we have not gone over 50 in recent years.⁶

Manitoba

Manitoba closely paralleled British Columbia in its unwritten policy regarding age at appointment. The majority of the inspectors in this province were between the age of 41 and 45 years at appointment,

⁵Ibid.

⁶Statement by Mr. L. Bergstrom, personal interview, op. cit.

and upon further investigation it was found that in the twenty-year period, 1940-1960, no appointment of an inspector below the age of thirty-five years had occurred. The Deputy Minister for Manitoba when questioned on his province's age policy replied:

We observe no firm policy, but age is certainly a factor. Personally, I approach with hesitation the prospect of appointing a man who is over 50. Because he has to retire at age 65 this only gives him fifteen years of service with us. Very frequently his last six or seven years of service are years in which his health may not be very good, and we are therefore restricted in where we can place him. We feel that we must be loyal to our men when they reach an age where their health becomes a factor. Therefore, if we must be loyal to them, then we think that probably we have a right to expect more than seven or eight years of unrestricted service before that time As a general rule we would like a man to have at least ten years' teaching service before we take him on as an inspector At age 38, I was probably one of the youngest to be appointed. Nowadays, we certainly would not appoint an inspector below age 35.⁷

The median age for appointment of all inspectors in Manitoba as shown in Table XII was 43.1 years, which was the highest for the country. As was the case in British Columbia, the emphasis in Manitoba tended to be on the appointment of men with many years of experience.

Ontario

Dr. Rivers stated the situation regarding age in the selection of elementary inspectors in Ontario as follows:

If we want to appoint a new elementary school inspector, ideally he will probably be 30 to 35 years old. By this time, he will have gathered some sound

⁷Statement by Mr. Scott Bateman, personal interview, op. cit.

experience and will have the necessary background and maturity. This is necessary because he will be going from a teaching situation where he has been dealing with teachers and children, to a situation where he is now dealing with adults and trustees. Sometimes the latter group can be very difficult. Again, the salary enters into it in our province. Those who have been teaching for many years tend to be earning a higher salary than we can offer, and we are unable to compete for these men. However, if we can attract a younger fellow he is often more prepared to accept a lower salary.⁸

In Table XII, the Ontario figures include the age at appointment of both elementary and secondary school inspectors. It would appear that because of the difference in function and the skills required for these two positions, there is a consequent difference in the age at first appointment. Secondary school inspectors tend to be older at first appointment than elementary school inspectors. For Ontario, therefore, Table XIII is presented to distinguish between the ages at appointment of elementary and secondary school inspectors. It will be readily seen that the median age at appointment for the elementary school inspectors was 36.6, while for the high school officials it was as high as 43.8 years. Upon closer examination it was found that 69.2 per cent of the high school inspectors were over forty years of age at appointment, while 68.3 per cent of the elementary school inspectors were below the age of forty. Clearly the emphasis at the elementary level is on the appointment of younger men, while at the secondary level, men with much greater experience and maturity are selected.

New Brunswick

While comparatively few positions become available in any one year,

⁸Statement by Dr. F. S. Rivers, personal interview, op. cit.

TABLE XIII

AGE AT FIRST APPOINTMENT OF ONTARIO SCHOOL INSPECTORS

Age Range in Years	Percentage of elementary school inspectors appointed	Percentage of secondary school inspectors appointed
Below 25		
26 - 30	13.8	
31 - 35	23.4	11.5
36 - 40	31.1	19.2
41 - 45	24.0	30.8
46 - 50	7.2	30.8
51 - 55	0.6	3.8
56 - 60		3.8
Median age	36.6	43.8
Total number of respondents	167	26

in New Brunswick, when they do, past experience appears to be an important factor in selection. As the Deputy Minister indicated:

I don't know of any superintendent who has been appointed in recent years who has not had at least fifteen or even twenty years' experience To appoint a man below the age of thirty would be a most exceptional case and I cannot recall that we have ever done so.⁹

The median age for appointment was found to be 40.5 years. The Deputy Minister remarked further:

In recent years I have not known anyone to be appointed who was over the age of forty-five. We do not feel that it is wise to appoint an individual who is about 55 years of age, because he will have just become accustomed to his own county when it will be time to retire.¹⁰

Nova Scotia

In conversation with the Deputy Minister of Nova Scotia, and from interviews with inspectors of that province, it became quite apparent that appointments to the inspectorate staff, particularly in more recent years, have been made from among the ranks of those designated, "Divisional Supervisors," who are, in effect assistants to the inspectors. Those aspiring to the position of inspector are obliged to spend some time as a "Supervisor", and this position is regarded as a training ground for future inspectors. While comparatively few new appointments have been made in recent years, the emphasis in appointment has been upon those with considerable experience.

⁹Statement by Dr. F. E. MacDiarmid, personal interview, op. cit.

¹⁰Ibid.

Consequently, the age at appointment for inspectors was somewhat high, the median being 38.8 years. As the Deputy Minister for the province indicated:

The average age at appointment in our province is approximately forty, although there have been a number of appointments younger than that. While we might appoint a man younger than thirty, this is not ordinarily done and certainly has not occurred in recent years.¹¹

Prince Edward Island

Prince Edward Island with its full complement of seven provincially-employed superintendents only must be regarded as having a small staff, and consequently, the number of new appointments made in any one year is small. With such small numbers, comparisons and inferences can be made only with great caution. The policy for age at appointment, although unwritten, was expressed by the Deputy Minister as follows:

The candidate for appointment must have academic qualifications as well as proven experience in the teaching and administrative field. This brings a man up into his thirties In former days men were commonly appointed below the age of thirty, but this is not likely to occur now. We tend to look for men in their middle or early thirties.¹²

Support for the above comment was found when it was discovered that the two men below 30 years of age at appointment had joined the staff more than twenty years ago. The median age at appointment in Prince Edward Island was found to be 38.0 years.

Newfoundland

The opportunity for appointment at an early age is perhaps more

¹¹Statement by Dr. H. P. Moffatt, personal interview, op. cit.

¹²Statement by Dr. MacKenzie, personal interview, op. cit.

abundant in the province of Newfoundland than anywhere else. In this province, 47.0 per cent of the men were below the age of thirty and no candidate was more than 45 years of age at appointment. The median age at appointment in Newfoundland was 31.1 years which was the lowest of the nine provinces. Key reasons for appointments being made at such an early age were provided by the Deputy Minister when he stated:

Salary and status probably have something to do with our appointments at this early age. In Newfoundland, the teacher who is about 28 years old, with a university degree and perhaps five or six years' teaching experience behind him, may be earning approximately \$4,000 a year. As a Supervising Inspector the starting salary is about \$5,800, which represents quite an increase. He would have to be teaching considerably longer to earn this amount, and so you see we are able to attract these young men. However, once our teachers reach a certain salary or become principals of large schools we can no longer attract them, and it is almost impossible to obtain such men.¹³

In 1959 the American Association of School Administrators conducted a study of the American superintendent of schools and published this as the Thirty-eighth Yearbook of the Association in 1960. For the purposes of their particular study, superintendents were classified in six different groups according to the population of their school district. Large urban superintendents as well as small rural ones were included in the American study, and because of this classification it is perhaps not possible to make valid comparisons with the results obtained in this present inquiry. The Canadian superintendents represented in this particular investigation included, first of all, only those provincially-employed

¹³Statement by Mr. P. J. Hanley, personal interview, op. cit.

thus excluding those superintendents of large urban systems, locally-employed, and the classification here has been by province and not by size of school district. However, it is of interest to note that in the 1959 A.A.S.A. study, the median age for all American superintendents at their first superintendency appointment was found to be 35.6 years, while the age range was from under 20 to 55 or over. A modified table showing American superintendents' ages at first appointment follows on the next page.

It would appear from the data in Table XIV that comparatively more American superintendents are selected at a younger age than is the case in Canada. While 47.7 per cent of the American superintendents selected were below the age of thirty-five, 26.2 per cent were below thirty years, and 8.2 per cent at appointment were below the age of 25. In Canada, these percentages were approximately 27.4, 8.6, and 1.1, respectively.

SUMMARY OF CHAPTER VI

In no province was there found any written regulation in which age for appointment to the superintendency was indicated or stipulated. Interviews with department officials revealed that while no such policy on age existed anywhere in writing in any province, departments of education seem to have an unwritten policy or a preferred age range for appointment. On occasion, however, officials were prepared to consider applicants who were outside the limits of this range.

It may be safely concluded, therefore, that age is a factor of some

TABLE XIV

AMERICAN SUPERINTENDENTS' AGE AT FIRST SUPERINTENDENCY¹⁴

Age In Years	Number	Percentage
Under 20	4	0.5
20 - 24	66	7.7
25 - 29	155	18.0
30 - 34	185	21.5
35 - 39	168	19.6
40 - 44	140	16.3
45 - 49	86	10.0
50 - 54	45	5.2
55 and over	10	1.2
Totals	859	100.0

Median Age at Appointment -- 35.6 years

Average Age at Appointment -- 36.2 years

¹⁴Adapted from the American Association of School Administrators, Profile of the School Superintendent, (Washington: The Association, 1960) p. 78.

importance in the selection of superintendents. The median age at appointment for all Canadian superintendents was 39.1 years, but there were great variations among the provinces in this median age which ranged from a low of 31.1 years in Newfoundland, to a high of 43.1 years in Manitoba. It was apparent also that within certain provinces themselves there were wide ranges in the ages at which superintendents were first appointed to their positions. The great majority (77.9 per cent) of superintendents, however, were between the ages of 31 and 45 years at appointment.

In the provinces of Manitoba, British Columbia, and for secondary school inspectors in Ontario, it would appear there was an emphasis on selecting for the superintendency, men with considerable experience and, consequently, the age for appointment tended to be in the early forties. Contrasted with this was the situation in Alberta, Ontario (for elementary inspectors only) and Newfoundland, where it would appear that the emphasis was upon the selection of somewhat younger men. Newfoundland, in particular, tended to select very young men for the position of district supervising inspector. While comparatively few men in Canada have been appointed to the superintendency below the age of thirty years, in Newfoundland, the proportion in this age bracket was high. The Maritime provinces and Saskatchewan occupied what may be described as a midway position between these two extremes.

CHAPTER VII

EXPERIENCE AS A CRITERION IN SELECTION

I. THE VALUE OF TEACHING EXPERIENCE TO THE SUPERINTENDENT

From the literature it would appear that teaching experience is inevitable and perhaps essential to preparation for school administration. However, it would appear that while the period of classroom teaching should be substantial, it need not be too long. Since the main responsibility of the superintendent is the educational program, experience in the classroom affords a marked opportunity for realistic study of teaching-learning principles and practices, and is in itself, perhaps, the most effective preparation.

Again, many of the qualities of a good teacher would appear to be qualities which are also desirable in a school administrator. For example, the skills required to conduct human relationships effectively, the need for ethical conduct, such social personality attributes as adaptability, originality and self-confidence, the need for a philosophy of education and a philosophy of life are all qualifications to be sought in the teacher as well as those held desirable for the school superintendent. Teaching and educational administration, then, tend to be closely related and continued professional growth as a teacher, including growth in skill, technique, and insight, may lead to increased qualifications as an administrator. In his study Keeler comments:

The same behaviour that made for effective teaching also

makes for effective administration, which provides some support for the time-honoured practice of using teaching ability as a criterion in selecting school administrators.¹

Campbell, Corbally and Ramseyer state:

...until research or practice proves otherwise, we take the position that the first important step in attempting to qualify as an administrator is to become a qualified teacher.²

However, according to the same authors there is not, as yet, much research evidence to indicate what sort of teaching experience is most conducive to administrative effectiveness. It would appear that the person whose experience has been at several levels within the school system has perhaps an advantage in understanding the total program.³

Perhaps the major difficulty in using experience to gain competency is insuring that one really learns from experience. Campbell, Corbally and Ramseyer would tend to question the value of too many years of experience, feeling that it is not really experience, since true experience cannot be measured in years. They indicate:

Experience leads only to increased competency if conscious efforts are made to produce this result. Competency is what counts, and although experience can increase competency, the relationship is not an automatic one. Experience can lead to competency only through mental activity. One's experiences should be related to past experiences and to knowledge gained from reading and reflective thought. Generalizations need to be drawn from experience and these generalizations need to be tested. A single experience should not be considered sufficient to prove that some relationship is forever true.⁴

¹B. T. Keeler, "Dimensions of the Leader Behaviour of Principals, Staff Morale and Productivity," Unpublished Doctoral Dissertation, (University of Alberta, Edmonton), May, 1961, p. 132.

²Campbell, Corbally and Ramseyer, op. cit., p. 329.

³Ibid., p. 276.

⁴R. Campbell, J. Corbally and J. Ramseyer, op. cit., p. 276.

Reeder also cautioned against giving too much weight, both to experience because it is local, and to success in positions inferior to that of superintendent. In his opinion neither of these factors is truly indicative of the ability to succeed at the superior superintendent level.⁵

Dewey outlines certain dangers of assuming too much about the value of experience when he states:

Experience and education cannot be directly equated to each other. For some experiences are mis-educative. Any experience is mis-educative that has the effect of arresting or distorting the growth of further experience a given experience may increase a person's automatic skill in a particular direction and yet tend to land him in a groove or rut.⁶

These remarks remind one of the old comparison between "twenty years of experience", and "one year of experience twenty times". Certainly such remarks as the above would indicate that if one's experience is to aid one in the development of competency as an educational administrator this development must be consciously sought.

In this chapter, therefore, the actual teaching and administrative experience represented by the Canadian superintendency force is presented.

II. MINIMUM EDUCATIONAL EXPERIENCE REQUIRED BY DEPARTMENTS OF EDUCATION FOR APPOINTMENT TO THE SUPERINTENDENCY

From an examination of school acts, regulations, job specifications and through interviews with department officials, the minimum years of

⁵Ward G. Reeder, School Boards and Superintendents, (New York: The MacMillan Company, 1944), p. 55.

⁶John Dewey, Experience and Education (New York: The MacMillan Company, 1938), pp. 13 - 14.

teaching experience required of a candidate for the superintendency was discovered and this information is presented in Table XV.

TABLE XV

MINIMUM NUMBER OF YEARS' TEACHING EXPERIENCE
REQUIRED FOR APPOINTMENT

	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	P.E.I.	NFLD.
Number of years' experience required	7	5	5	7	7	5	5	6	un- stated

While in four provinces the minimum teaching experience required has been set at five years, in three other provinces seven years' experience have been stipulated. This range of from five to seven years as far as teaching experience is concerned would appear to be quite small. In Prince Edward Island, while the minimum teaching experience in actual years has not been stated in writing, the Deputy Minister in his interview indicated that the desirable minimum was six years.⁷ In Newfoundland, the years of teaching experience required as a minimum appear to have been left rather flexible, purposely. In the words of the Deputy Minister,

There is no minimum time set for experience and we have done this purposely. It is quite conceivable that a promising young teacher with the necessary personality, character, and potential for leadership, but very limited experience, may

⁷Dr. M. MacKenzie, personal interview, op. cit.

present himself for appointment. If you have specified, for example, six years' teaching experience as a necessary requirement and he has had only five years, then you cannot appoint him, although he may well be the best prospect of all applicants.⁸

III. SUPERINTENDENTS' TOTAL TEACHING EXPERIENCE PRIOR TO APPOINTMENT

As illustrated in Table XVI the actual range of teaching experience for newly appointed superintendents was from as few as three years, in one isolated case, to more than 25 years in 10.6 per cent of the cases. It became immediately apparent that while departments of education had established a certain minimum requirement as far as teaching experience was concerned, in actual practice appointees had had considerably more than this. Department officials from all nine provinces indicated that they usually looked for, and expected, much more than the minimum requirement. Only 3.0 per cent of the respondents had had less than seven years' teaching experience and these were drawn from but four of the nine provinces. As many as 73.1 per cent had had more than twelve years' experience prior to their first superintendency, and more than one-third of the superintendents in Canada had had nineteen or more years of teaching experience prior to appointment. Of the 464 superintendents surveyed, the median teaching experience was 16.3 years and the median range was from 10.0 years in Newfoundland, to 21.8 years in British Columbia. It can be safely concluded that as far as school experience itself is concerned, the Canadian superintendent appears to have had ample.

The emphasis on past experience was particularly noticeable in the province of British Columbia, where already it has been observed that the

⁸Statement by Mr. P. J. Hanley, personal interview, op. cit.

TABLE XVI

TOTAL TEACHING EXPERIENCE* PRIOR TO FIRST SUPERINTENDENCY

Number of Years	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
1 - 3		1.6								0.2
4 - 6		3.2			2.6			28.6	23.5	2.8
7 - 9		19.0	3.0	2.3	15.0	25.0	7.1		23.5	11.2
10 - 12	2.1	15.9	7.5	9.1	13.5	25.0	35.7	28.6	17.6	12.7
13 - 15	8.5	20.6	32.8	15.9	15.5	8.3	21.4	14.3	5.9	17.7
16 - 18	17.0	22.2	20.9	29.5	21.8		21.4		17.6	20.9
19 - 24	40.4	12.7	29.9	29.5	22.8	25.0	14.3	14.3	5.9	23.9
25 or more	31.9	4.8	6.0	13.6	8.8	16.7		14.3	5.9	10.6
Median experience	21.8	14.0	16.5	17.8	16.0	12.5	13.5	11.8	10.0	16.3
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*This includes all school experience, i.e. experience as a teacher, department head, vice-principal or principal.

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age at appointment tended to be higher than in most other provinces. The data in Table XVI would tend to emphasize even more the importance given to experience in the selection of candidates. One British Columbia superintendent only had had less than thirteen years' teaching experience prior to appointment. However, 72.3 per cent had had nineteen years or more, and almost one-third of the staff in that province had had 25 or more years of teaching and principal experience before assuming the position of superintendent. That this tends to be a continuing trend was intimated in correspondence received from the Chief Superintendent of Schools for British Columbia regarding the three superintendents appointed in the 1961 - 1962 school year. He indicated:

In practice no one is appointed with anything near the minimum experience. Of the three men appointed in the last year, one has had thirty years' teaching experience, another twenty-two, and the third, sixteen.⁹

At the opposite end of the continuum was the situation found in Newfoundland where new appointees tended to be comparatively younger men, and consequently had had less teaching experience. There, the median experience was found to be 10.0 years only.

As further evidence of the lengthy teaching experience represented in the entire superintendency force, it can be observed from Table XVII that 44.9 per cent of the superintendents began teaching before the year 1931 and that almost 90.0 per cent of the staff began teaching before 1946. It was only in the provinces of Alberta, Ontario and Newfoundland, to any

⁹E. E. Hyndman, in a personal letter, March 13, 1962.

TABLE XVII

YEAR WHEN SUPERINTENDENTS FIRST BEGAN TEACHING

Year	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
1915 or before	2.1		1.5		4.7			14.3		2.6
1916 - 1920	2.1	9.5	4.5	4.5	7.3			14.3	11.8	6.3
1921 - 1925	25.5	9.5	16.4	25.0	14.0	16.7	21.4	14.3		15.7
1926 - 1930	23.4	22.2	34.3	22.7	14.5	25.0	14.3		17.6	20.3
1931 - 1935	34.0	19.0	22.4	15.9	20.2	33.3	28.6	28.6	5.9	21.6
1936 - 1940	8.5	11.1	14.9	31.8	18.1	25.0	35.7	28.6	5.9	17.5
1941 - 1945	4.2	6.3	4.5		7.8				17.6	5.8
1946 - 1950		19.0			11.9				35.3	8.8
1951 - 1955		3.2	1.5		1.6				5.9	1.5
1956 - 1960										
Total number of respondents	47	63	67	44	193	12	14	7	17	464

extent, that men who began teaching after 1945 had been appointed to the superintendency position. It will be remembered that these were the same provinces where appointment at a comparatively young age to the superintendency was a common practice. In the three Maritime provinces, on the other hand, no superintendent presently on staff had begun teaching after 1940.

IV. SUPERINTENDENTS' PRINCIPALSHIP EXPERIENCE

The footnote to Table XVI on page 188 indicated that all school experience of whatever kind had been included in the data recorded. A further classification of this experience was thought desirable, and this is illustrated in Table XVIII. It was discovered that 87.3 per cent of all Canadian superintendents had had experience as principals and that the median principalship experience was 8.8 years. The entire superintendency staff in the provinces of Manitoba, Nova Scotia, Prince Edward Island and Newfoundland had had principalship experience, and in the other provinces also, the great majority of superintendents were in this position. In Ontario, however, it was found that 23.8 per cent had had no principalship experience at all and it was interesting to discover that almost one-third of the secondary school inspectors of this province were included in this category. The median experience in the principalship ranged from 6.2 years in Saskatchewan, to 11.5 years in British Columbia.

It was of interest to compare these data regarding experience in the principalship as presented in Table XVIII, with similar data recorded by the American Association of School Administrators in its United States study

TABLE XVIII

EXPERIENCE AS A PRINCIPAL*

Number of Years	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Never a principal	2.1	11.1	3.0		23.8	16.7				12.7
Less than one			1.5		1.6					0.9
1 - 3	2.1	15.9	6.0	4.5	15.0	16.7	7.1	28.6	17.6	11.6
4 - 6	14.9	27.0	19.0	15.9	23.8	8.3	28.6	14.3	17.6	21.1
7 - 9	19.1	11.1	16.4	13.6	10.4	16.7	21.4	14.3	17.6	13.4
10 - 12	19.1	12.7	29.9	31.8	8.3	16.7	28.6		17.6	16.4
13 - 15	17.0	17.5	13.4	15.9	5.7	8.3		14.3	17.6	6.7
19 - 24	10.6	3.2	3.0	11.4	4.7		7.1	14.3	11.8	5.8
Total with principalship experience	97.9	88.9	97.0	100.0	76.2	83.3	100.0	100.0	100.0	87.3
Median experience**	11.5	6.9	10.2	11.0	6.2	9.5	8.5	6.5	9.0	8.8
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Principalships of one-room schools were not included in these figures.

**Includes only those who have held a principalship position.

conducted in 1959 and published in *Thirty-eighth Yearbook of the Association* in 1960. This latter study revealed that of 859 superintendents surveyed, 82.5 per cent had at one time or another held a principalship position.¹⁰

V. SUPERINTENDENTS' VICE-PRINCIPALSHIP EXPERIENCE

As reported in Table XIX, the majority of superintendents (63.6 per cent) had not served as vice-principals at all. Upon further analysis of questionnaire data, it was found that the majority of superintendents had been promoted to the position of principal directly from the teaching ranks. This situation is perhaps understandable when it is remembered that many schools in rural Canada are not of sufficient size to warrant the employment of both a principal and vice-principal. From among those 169 superintendents indicating that they had served as vice-principals, the median length of experience for the position was found to be three years. However, more than half of the superintendents in each of the nine provinces had not served as vice-principals at all.

VI. POSITION HELD IMMEDIATELY PRIOR TO SUPERINTENDENCY APPOINTMENT

One of the most intriguing and important questions for prospective superintendents is, "From what position is promotion to the superintendency most likely to come?" Table XX records the types of positions Canadian superintendents held immediately prior to their selection.

¹⁰American Association of School Administrators, Profile of the School Superintendent, (Washington: National Education Association, 1960), p. 37.

TABLE XIX

EXPERIENCE AS VICE-PRINCIPAL

Number of Years	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Never a vice-principal	57.4	66.7	61.2	56.8	63.2	75.0	64.3	100.0 76.5 63.6
Less than one			1.5		1.0			0.6
1 - 3	17.0	23.8	20.9	25.0	20.7	16.7	28.6	23.5 21.1
4 - 6	10.6	9.5	7.5	11.4	8.8		7.1	8.4
7 - 9	10.6		6.0	2.3	2.1	8.3		3.2
10 - 12			3.0	2.3	3.1			1.9
13 - 15					1.0			0.4
16 - 18	2.1							0.2
19 - 24	2.1			2.3				0.4
Total with vice-principalship experience	42.6	33.3	38.8	43.2	36.8	25.0	35.7	23.5 36.4
Median years of experience as vice-principal	4.7	2.6	3.1	3.1	3.0	2.8	2.4	2.0 3.0
Total number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE XX

POSITION HELD IMMEDIATELY PRIOR TO SUPERINTENDENCY APPOINTMENT

Position	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Principal*	95.8	65.1	70.1	70.5	51.8	41.7	28.6	57.1	64.7	62.1
Vice-principal		7.9	4.5	9.1	6.7	8.3	7.1		5.9	6.0
High school teacher (grades IX-XIII)		11.1	13.4	4.5	15.5	33.3	14.3		5.9	11.8
Elementary teacher (grades I-VIII)		3.2			9.3			14.3	23.5	5.4
High school department head			1.5	2.3	6.2					3.0
Supervisor, director or assistant superintendent	2.1	7.9	1.5		0.5	8.3	35.7			3.0
Normal school instructor	2.1		1.5	6.8	3.0	8.3	7.1			2.8
Department of Education position			1.5	4.5	1.0		7.1			1.3
Full-time university student		3.2						14.3		0.8
Education officer in armed forces			6.0	2.3	2.1					1.9
Miscellaneous positions		1.6			2.1			14.3		1.3
No answer given					1.6					0.6
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Includes those designated as "Supervising Principal".

It can be seen that 61.9 per cent of the superintendents had entered the superintendency directly from the principalship, and throughout the nine provinces this pattern occurred with some consistency. In the four western provinces, particularly, the principalship ranked high as the position held immediately prior to the superintendency. In British Columbia, 95.8 per cent of the entire staff had been appointed directly from the principalship to the superintendency. Perhaps the reason for this is found in the outline of the qualifications for the position of school superintendent in British Columbia as established in the Manual of School Law which states:

It is required that a candidate have....a minimum of seven years' teaching experience including at least two years as principal or vice-principal or director of instruction.¹¹

The importance of this requirement was expressed emphatically by the Deputy Minister himself, who stated that no man would be appointed to the district superintendency staff who had not had principalship experience.¹² While department officials in all nine provinces indicated a strong preference for applicants for the superintendency who had had experience in school administration, British Columbia afforded the only example where administrative experience was spelled out in such detail as to both length and type. Further conversation with the Deputy Minister revealed that while the minimum administrative experience was stated as two years, in practice, both he and the Chief Superintendent regarded five years as being the absolute minimum.¹³

¹¹Government of the Province of British Columbia, Manual of the School Law and Rules of the Council of Public Instruction, (Queen's Printer, 1961), p. 1.

¹²Dr. F. J. K. English, personal interview, op. cit.

¹³Ibid.

Because the great majority of superintendents had been appointed directly from the principalship, the numbers holding other positions immediately prior to their superintendency appointment tended to be comparatively small. However, it is of interest to examine the nature of these positions.

Those teaching at the high school level formed the next largest group (11.6 per cent) and to this group, perhaps, should be added the subject department heads of secondary schools (3.0 per cent). Most of the secondary school inspectors whose prior position was that of department head were found to be from Ontario, and indeed, half the secondary school inspectorate staff from that province had held department head positions. Another 5.4 per cent drawn directly from the teaching ranks had been instructing at the elementary school level in Grades I - VIII. Another 6.0 per cent had held vice-principalship positions, while a further 3.0 per cent had been employed as assistant superintendents, directors of instruction or supervisors.

In Nova Scotia, particularly, as far as the men are concerned, the position of divisional supervisor has come to be recognized as a training ground for the inspectorate. Consequently, the percentage holding this position immediately prior to appointment was comparatively high in this province only.

Another 2.8 per cent had held teaching positions in normal schools, colleges or faculties of education immediately prior to their appointment to the superintendency.

A very small number (1.3 per cent) had been recruited for the superintendency from departments of education where they had served in such miscellaneous positions as administrative officer, correspondence school

director or supervisor of audio-visual aids. Again, a very small number (0.8 per cent) attending university, where they were engaged in post-graduate studies in the field of educational administration, or completing first degrees, had entered the superintendency. Several others (1.9 per cent) who had served as education officers overseas with the Canadian Forces were recruited directly into the superintendency upon their discharge at the close of World War II.

Among some of the miscellaneous positions which had been held prior to appointment were those of lawyer, director of rehabilitation training, field secretary of the Ontario Education Association, home economics superintendent with a provincial agricultural department and civilian adviser to the chief of training for the Royal Canadian Air Force.

VII. GRADE LEVEL OF POSITION HELD IMMEDIATELY PRIOR TO SUPERINTENDENCY APPOINTMENT

Table XXI indicates the general grade level of the position held immediately prior to appointment to the superintendency. It can be readily observed that 29.7 per cent of Canadian superintendents were recruited from what may be described as all-grade schools or were supervising principals of school systems where all grades from I - XII were in operation. Upon closer investigation it was discovered that the great majority had held the position of principal of these all-grade schools or systems prior to superintendency appointment. Further examination revealed that in those schools where the total number of teachers employed was no greater than 20 (64.2 per cent)* ,

*See Table XXII, p. 207.

TABLE XXI

GRADE LEVEL OF POSITION HELD IMMEDIATELY PRIOR TO APPOINTMENT

Grade Level	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
I - XII	19.1	58.7	49.3	63.6	4.6	58.3	21.4	28.6	58.8*	29.7
IX - XIII**	10.6	17.9	46.3	15.9	29.0	25.0	28.6	14.3	11.8	26.1
I - IX or X	6.4	4.8			4.1					3.0
I - VIII	4.2	1.6	1.5		46.1	8.3		14.3	5.9	20.7
I - VI	12.8	3.2		2.3	4.1				17.6	4.3
VII - XII	34.0	6.3							5.9	4.5
VII - IX or X	10.6	4.8		2.3	2.6			14.3		3.2
Not applicable	2.1		3.1	12.9	8.2	12.4	50.0	28.6		8.4
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*In Newfoundland, this includes Grades I - XI only.

**This also includes the categories Grades IX - XII, and Grades X - XII, i.e. all senior high school grades.

the principal was usually involved in teaching duties as well as his administrative responsibilities. Invariably, however, it was discovered that his teaching duties were confined to the senior high school grades and thus his immediate contacts tended to be at this grade level more than at any other.

In Ontario, however, few all-grade schools exist and this accounts for the comparatively small number of Ontario inspectors whose prior position was in this type of school.

A further 26.1 per cent of the superintendents indicated that their prior position was specifically at the senior high school level. It was from this particular grade level, for instance, that all twenty-six Ontario secondary school inspectors had been recruited. When the first two categories as listed in Table XXI were combined, it became evident that more than half of the inspector staffs across Canada had held prior positions where their specialization was largely at the senior high school level. Furthermore, in British Columbia, in particular, there are large numbers of junior-senior high schools serving Grades VII - XII only. Upon investigation it was found that many of the British Columbia respondents had held principalships of these combined junior-senior high schools immediately prior to their superintendency appointment. As indicated in Table XXI, 34.0 per cent had been closely associated with this grade level, but here again the men interviewed indicated that their administration, their supervision, and indeed their major responsibilities, had been concentrated primarily in the senior high school grades. This tended to emphasize even further that in most provinces the

positions held immediately prior to superintendency appointment had been largely at the senior high school level.

Comparatively few had been drawn from the elementary grades (Grades I - VIII). An exception to this last statement was, of course, the situation in Ontario. Here it was discovered that over 50.0 per cent of all elementary school inspectors had been recruited from schools in which only elementary grades were found. The explanation for this particular situation, which differed from what tended to be the practice in other provinces, was found in the Regulations made under the Department of Education Act for Ontario, part of which state:

Every candidate shall submit to the Minister evidence of at least seven years of successful teaching experience in the schools of Ontario, including at least two years in a public or separate school. O. Reg. 43/55, S. 6. ¹⁴

The above regulation would account perhaps for the fact that so many elementary school inspectors in Ontario had served at the elementary level immediately prior to their appointment to the inspectorate.

From the above data and from further information provided in the questionnaires it became apparent that while some service immediately prior to the superintendency was reported at all grade levels and in different types of schools, the present inspectorate staff had been chosen mainly from men who had spent the major portion of their teaching time immediately prior to appointment in senior high school grades (Ontario elementary inspectors excepted). Further analysis of questionnaire data revealed that

¹⁴Government of the Province of Ontario, The Revised Regulations Made Under the Department of Education Act, Regulation 82, op. cit., p. 21.

while the great majority of superintendents at one time had had elementary school teaching experience, this experience had been gained in the early years of teaching in the majority of cases.

It would appear that the above circumstances have posed a particular problem for most of the superintendents of Alberta, Saskatchewan, and Manitoba, and all of the inspectors in Prince Edward Island and Newfoundland who tend to function without supervisory assistants of any kind and are therefore responsible for the supervision and administration of all schools in their superintendency. Following appointment, most of these officials found that the preponderance of their duties and responsibilities in instruction and in aiding teachers tended to be at the elementary - level (Grades I - VIII). Since the majority of these inspectors had been engaged in administration or teaching at the high school level, prior to this, it would appear that appointment to the superintendency presented duties and responsibilities for which the immediate past classroom experience had given little preparation. In the course of interviews and later discussion, most superintendents intimated that this was a correct analysis of their particular situation and agreed that when first appointed they had felt somewhat insecure in the primary grades.

The comments from chief superintendents and deputy ministers would also indicate that, to some extent, this was considered a problem. The Chief Superintendent for Saskatchewan remarked:

If you look at the careers of most of the Saskatchewan men you will find that the majority started out as classroom teachers in elementary schools. As they gained further

qualifications they moved into larger schools. Some have found their niche in secondary schools and some have moved on to principalships or to department head positions in such schools. A few have become principals of elementary schools Because most of our new men have come immediately from secondary school positions, they do experience in the first period of their superintendency a problem of orientation to the elementary level. For example, adapting themselves to the curriculum and becoming as sufficiently knowledgeable in the elementary field as they are in the secondary does present a problem. However, it is remarkable how quickly a man gets back into the elementary field. Then too, there is a growing trend for boards to employ primary or intermediate supervisors who act as reading consultants and thus relieve the superintendent of these duties.¹⁵

A similar viewpoint was expressed by the Deputy Minister from Manitoba who stated:

The customary administrative experience that our men bring with them to the inspectorate service is several years as principals of high schools. A few years ago the common pattern was a period of elementary service, followed by a period of high school service, and culminating in a term as high school principal. The insistence on a period of elementary service, however, is more difficult to insist upon now because so many people are going directly out of the Faculty of Education and assuming high school teaching positions. Therefore, some of our candidates for the superintendency lack elementary experience. Generally speaking, our men feel the need for further preparation at the elementary level. The majority of them try to make it up by accumulating experience in the elementary schools while they are on the job, and after all, the school inspector learns every time he visits a school. In addition, they try to make up this lack by rather extensive informal reading programs in elementary methods and so on.¹⁶

In British Columbia this problem may not have loomed as large for those who had elementary supervisors or consultants in their superintendencies. These people, specialists in the elementary grades, acted as

¹⁵Statement by Mr. L. Bergstrom, personal interview, op. cit.

¹⁶Statement by Mr. Scott Bateman, personal interview, op. cit.

assistants to the superintendents. However, the problem did exist in the province, for as indicated earlier, most of the superintendents in British Columbia had come directly from high school or combined junior-senior high school principalships. The Deputy Minister of the province certainly considered it a problem when he said:

While we like our candidates to have had a variety of experience, whenever we can, we insist on secondary school experience. We have, on rare occasions, appointed men who have not had secondary experience but have had some other great compensating qualities. Some have been outstanding principals of elementary schools Most of our men have had elementary experience at some time or another, but the experience immediately prior to appointment for most, is at the secondary level and this does present a problem. It is one of the weaknesses in the superintendency and I know in my own case it was most embarrassing for the first few months. I had had no elementary experience whatsoever, and while I perhaps should have had some preparatory briefing in this area, none was given. I would say that today most of our men are not very strong in the elementary field and this probably is the one area where there is less competency than in any other. Mind you, in the big schools they rely a great deal on their principals to do this for them.¹⁷

Because such large numbers of elementary inspectors in Ontario had come directly to the inspectorate service with experience in the elementary schools, this problem did not present itself to the same extent. Again, at the secondary level, in Ontario, every inspector had had considerable experience in secondary schools of the province prior to his appointment. Consequently, there were no expressions of doubt on the part of the inspectors themselves, or indeed on the part of their superiors regarding the degree of competence that would be possessed by these inspectors for work at the secondary level of the school system.

¹⁷Statement by Dr. F.J.K. English, personal interview, op. cit.

To some extent, perhaps, the concept of what a superintendent's real task should be needs to be taken into account before one considers this too great a problem. The comments of the Chief Superintendent of Alberta in this regard were of interest:

Most of the men selected for the superintendency in Alberta are secondary men, and therefore in the general area of the elementary school and its problems I think it would be true to say that our men feel a certain need for more training. Our provincial superintendents take their duties as supervisors of instruction very seriously and they do regard this as being a major part of their work. Some would regard this as the most important aspect of their work but this would depend on the background of the superintendent and the extent of his training in the field of administration. The older men are more likely to regard this as their major job than perhaps some of the younger men, who in recent years have studied educational administration at the University of Alberta or elsewhere. These men tend to have a little different perception of their job than the people who approach it from the traditional concept of the inspector. I think the trend is to regard the job of the superintendent as being broader than that of supervisor of instruction. This, of course, depends on the size of the division. If you have a division with only fifty or sixty teachers, and there are such divisions in the province, this man really is the supervisor of instruction. The number of tasks he has to perform and the different nature of the tasks are not too great; the administrative problems are not too complex. He spends most of his time in the classroom and he is more or less a travelling principal as much as anything else. However, as the division increases in size to about 150 - 175 teachers, and the complexity of the problems is greater, then I think the superintendent tends to regard the total leadership job as perhaps being more significant. Now, he regards the business of giving leadership to his staff as being the central and major job. It may mean organizing in-service education; it may mean giving leadership to principals' associations; it may mean working with or through principals, or the provision of facilities and so on. This is different, surely, from going out and seeing what is going on in the classroom. This is really viewing the whole business of supervision on a much broader basis than classroom visitation alone.¹⁸

¹⁸Statement by Dr. T. C. Byrne, personal interview, op. cit.

IX. SIZE OF STAFF IN PRIOR POSITION

For the position held immediately prior to superintendency appointment, it was thought desirable to record the size of the total teaching staff in the institution concerned, and Table XXII presents these data. For the purposes of this table, only those serving directly in schools (Grades I-XIII) have been included in the distribution, and all those holding positions outside of the classification prior to superintendency appointment have been included in the category, "Other positions held."

In the provinces of Saskatchewan, Manitoba, Prince Edward Island and Newfoundland more than half of the superintendents in their prior positions were found to have been employed in schools with ten or less teachers. From across Canada 6.7 per cent were in schools with five or fewer teachers. Such schools as the latter were regarded as small schools where there was little likelihood that the principal had any time at all free from teaching. Schools with six to ten teachers were found frequently in towns and in the outlying areas of the smaller cities. Such schools tend to have problems of "split grades," and the principal is usually able to arrange some time away from his own class only when special subjects are being taught. The schools of from 11-15 teachers (20.0 per cent), and more particularly those with 16-20 teachers (10.3 per cent), provide an opportunity for parallel classes in several or all of the grades. The schools with more than twenty teachers (a total of 28.0 per cent) may be considered large schools with their peculiar problems.

According to Table XXII, almost two-thirds of Canadian superintendents immediately prior to appointment were employed in schools with twenty

TABLE XXII

SIZE OF STAFF IN TEACHING POSITION HELD IMMEDIATELY PRIOR TO APPOINTMENT

Number of Teachers on Staff	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
0 - 5		1.6	14.9	4.5	4.7			42.9	35.3	6.7
6 - 10		42.9	44.8	47.7	18.1	25.0	28.6	14.3	29.4	27.2
11 - 15	6.4	17.5	17.9	18.2	27.5	8.3	7.1	14.3	17.6	20.0
16 - 20	25.5	6.3	6.0	6.8	10.9	16.7			11.8	10.3
21 - 30	38.3	11.1	10.4	11.4	11.9	8.3			5.9	13.4
31 - 50	25.5	9.5	3.0	6.8	15.0	25.0	21.4			12.5
51 - 75					3.2					1.3
76 - 100					1.5					0.6
101 - 150					0.5					0.2
Other positions held	4.2	11.1	3.0	4.5	5.2	16.7	42.9	28.6		7.1
Question not answered					1.5					0.6
Median number of teachers	25	11	9	10	15	18	11	5	8	14
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Medians have been expressed to the nearest whole number.

or fewer teachers. The median number of teachers employed in these prior positions in the six provinces of Alberta, Saskatchewan, Manitoba, Nova Scotia, Prince Edward Island and Newfoundland was less than twelve, and only in British Columbia and Ontario was the figure found to be considerably higher than this. In British Columbia, in particular, the majority of superintendents had been recruited directly from much larger schools than their colleagues elsewhere. 63.8 per cent had come from schools with more than twenty teachers on staff.

X. TOTAL POPULATION OF DISTRICT IN WHICH PRIOR POSITION WAS HELD

To some extent, the total population of the district in which a prior position was held has an effect on the ultimate size of the school, and consequently upon the size of staff employed. Table XXIII provides the information on the population of districts in which prior positions were held.

More than half (53.2 per cent) of the superintendents were serving in districts of less than 10,000 in population, and in all nine provinces, with the exception of Ontario, this was a pattern occurring with some consistency. In each of the provinces of Alberta, Saskatchewan, Manitoba, Prince Edward Island and Newfoundland at least two-thirds of the superintendents were serving in districts of less than 5,000 in population. From the foregoing data it may be safely concluded that the majority of provincially-employed superintendents in Canada (with the exception perhaps of Ontario) tend to bring to the superintendency position experience which has been gained largely in rural areas and in the smaller towns of this country.

TABLE XXIII

TOTAL POPULATION OF DISTRICT IN WHICH PRIOR POSITION WAS HELD

Population Range	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
299 or less		6.3	3.0	2.3	0.5			14.3		1.9
300 - 999	2.1	22.2	29.9	20.5	1.0			28.6	29.4	11.2
1000 - 2999	4.2	31.7	29.9	36.4	7.8	8.3	14.3	28.6	29.4	17.9
3000 - 4999	17.0	12.7	10.4	6.8	6.7	16.7	28.6		5.9	9.9
5000 - 9999	29.8	4.8	11.9	4.5	9.8	41.7	14.3		23.5	12.3
10000 - 49999	34.0	6.3	3.0	13.6	35.2	25.0	28.6	28.6		22.6
50000 - 99999			9.0		10.4	8.3			11.8	6.3
100000 - 299999	10.6	14.3	1.5	11.4	16.1		14.3			11.4
300000 - 499999	2.1				1.5					0.9
500000 or over		1.6	1.5	4.5	10.9					5.4
Total number of respondents	47	63	67	44	193	12	14	7	17	464

Comparatively few have come from the major centres of their province, and upon closer analysis of information provided, it would appear that in the last ten years, in particular, the numbers recruited from large city systems have been almost negligible. Ontario proved the exception to this, where it was found that 28.5 per cent had been recruited from city systems of more than 100,000 in population, while 10.9 per cent had been drawn from the city of Toronto itself. Further investigation revealed that several of these were comparatively recent appointments.

Most of the department officials interviewed indicated that while they would welcome applicants from the large city systems, it was becoming increasingly difficult to attract such men into the superintendency. Such factors as salary, living accommodation and family opportunities were some of the reasons cited by city educators to explain their reluctance to leave city positions for the superintendency service. Of interest were the observations of some of the department of education officials in this regard. The Deputy Minister for British Columbia stated:

We have only one man on our staff from the Vancouver system. We always say we do not want them, but this is really just sour grapes! The fact is that we cannot get them from places like Vancouver, Victoria or Burnaby. The man who begins teaching in Vancouver, buys a house there, and in due course of time becomes a principal is not likely to want to leave Vancouver to go to Vernon or the Peace River, for example.¹⁹

The Chief Superintendent for Alberta offered the following reasons:

There are a variety of reasons why we are unable to attract to the superintendency experienced men from the larger cities. Our superintendents will tell you that it is because of salary.

¹⁹Statement by Dr. J. F. K. English, personal interview, op. cit.

If the salary differential is quite appreciable, of course, then I am inclined to agree. However, there are other important factors to be considered. In the history of the province it has been traditional for our superintendents and inspectors to have come from the smaller centres. Occasionally, in the past, we have had people from the city. I, myself, was from the city of Calgary, but I had had a great deal of experience in the small towns, too. It was perhaps more common then than it is now The person who has grown up in the city and joined a city staff doesn't tend to think in this direction. I doubt very much that he looks upon the superintendent's position as something that he wants to do. I think, therefore, that this is perhaps the first reason. The person who is in the city and who has a city background does not consider very seriously moving out of it. Another factor is that one becomes rather comfortable living in the city and is not likely to want to go off to some small town. The third factor is that the men's wives do not want to leave the city and I think that the wife plays the most significant part in this decision.²⁰

Commenting on the desirability of men with large city experience joining the province's superintendency staff, the Chief Superintendent further commented:

I think city experience is useful. I know my own Calgary experience was most useful when I first went into a division because I found myself operating with a large staff and I could relate my experience as a teacher in Calgary to the situation in the division. I believe my city experience has been invaluable as I have moved up the ladder. I think it would be valuable if we could attract people with city experience into the provincial superintendency. I do believe they need this understanding and experience in rural Alberta The Department of Education does not quite loom as large as it did many years ago in the educational picture of the province. In the early part of this century and later, you would find people coming from large city high school staffs and taking a position as an inspector, but then, there was no advancement within the city itself, particularly. Now, the city systems are becoming rather large and the horizons within them have been broadened. Therefore, it is becoming increasingly difficult to attract men from the cities. However, one of our high school inspectors came from a large city staff

²⁰ Statement by Dr. T. C. Byrne, personal interview, op. cit.

in recent years, and it is very useful to have a man of this calibre in high school inspection.²¹

The Chief Superintendent for Saskatchewan expressed similar views to the above regarding the difficulty in attracting city educators to the superintendency service. He said:

I think the first problem is one of salary. The principal of a collegiate or of a large elementary school would be paid, in some cases, probably one or two thousand dollars more than he could earn as a superintendent of schools. I think the second factor is that people who have these positions are established in larger cities where, for example, there are colleges or university facilities for their children, where they are able to enjoy more of the amenities or cultural activities than say in a community of 1500 - 2500 people My observation of people in these larger schools is that they have become fairly comfortable and they are not prepared to go out and break new ground in the manner that is necessary in the superintendency. I am not being critical of these people. I think it is just a fact of life.²²

Officials from all the other provinces interviewed indicated that the majority of their superintendents tended to come from the smaller and medium-sized centres as opposed to the larger cities. They too, cited salary and the desire to remain in the city with all its amenities and opportunities as being the main factors which prevented a greater recruitment of personnel from the cities. The comments from the Chief Director of Education for Ontario, a province in which numbers of men from the large city centres have been attracted into the inspectorate service, were also of interest:

We are able to recruit men from both the small and the very large urban centres. I think the difference is in the fact that

²¹Ibid.

²²Statement by Mr. L. Bergstrom, personal interview, op. cit.

our inspectors who are appointed from rural areas are former classroom teachers and principals of fairly good sized schools. When you come to the large urban centres, however, where salaries are much higher, the people appointed will have been recruited from the ranks of classroom teachers only -- not from the principalship. The Department just cannot compete with the salaries that these principals are able to earn Obtaining applications from men in such centres as Toronto provides us with a much greater range from which to make our selections, and these large city people have certainly had valuable experience which we can use.²³

XI. SUMMARY OF CHAPTER VII

In this chapter an investigation has been made into the teaching and administrative experience required of a candidate for the provincial superintendency position. An attempt was also made to portray the actual teaching and administrative experience represented by the Canadian superintendency force.

It would appear from an examination of the school acts, regulations and job specifications of all nine provinces that the minimum number of years' teaching experience required of an appointee to the superintendency varied from between five and seven years. Department officials from all provinces intimated that they usually looked for, and expected, much more than the minimum requirement of experience from a potential candidate. Investigation revealed that the total teaching experience of superintendents prior to their appointment was considerably more than this minimum requirement. The median number of years of teaching experience was found to be 16.3, but provincial medians ranged from 10.0 in Newfoundland, to as high as

²³Statement by Dr. F. S. Rivers, personal interview, op. cit.

21.8 years in British Columbia. It can be safely concluded that as far as school experience is concerned, the Canadian superintendent appears to have had ample.

It was further discovered that 87.3 per cent of the superintendents had had experience as principals. The median principalship experience for all superintendents amounted to 8.8 years, and this median ranged from 6.2 years in Saskatchewan to 11.5 years in British Columbia. It was found that 61.9 per cent of the superintendents had entered the provincial service directly from the principalship position, and throughout all provinces this particular career pattern occurred with some consistency. In the four western provinces, particularly, the principalship ranked high as the position held immediately prior to the superintendency. While department officials in all nine provinces indicated a strong preference for applicants for the superintendency who had had experience as principals, British Columbia afforded the only example where at least two years' experience as principal, vice-principal or director of instruction, was a statutory requirement for the position.

Upon further investigation it became apparent that while some service immediately prior to the superintendency was reported at all grade levels, and in different types of schools, the present superintendency staff had been chosen largely from men who had spent the major portion of their teaching time immediately prior to appointment in the senior high school grades (Ontario elementary inspectors excepted). Further analysis of questionnaire data revealed that while the great majority of superintendents at one time

had had elementary school-teaching experience, this had been gained in the early years of teaching in the majority of cases. As a result, many superintendents reported that appointment to the superintendency brought with it duties and responsibilities for which their immediate past classroom experience had given little preparation.

Further investigation revealed that the majority of provincially-employed superintendents in Canada (Ontario excepted) tended to bring to the position, experience which had been gained primarily in rural areas and in the smaller towns of this country. Most of the department officials indicated that while they would welcome applicants from the large city systems, it was becoming increasingly difficult to attract such men into the superintendency.

CHAPTER VIII

ACADEMIC PREPARATION AS A CRITERION IN SELECTION

I. THE NEED FOR A SOUND PREPARATION

One of the tasks of schools in a democracy, it would seem, is to perpetuate and improve the way of life of the people. In the same manner, the superintendent of schools, who works at his tasks day after day, has an opportunity to help pattern the educational program and thus make a major contribution to society. The experience of the school administrator, both in his professional training and in the positions he has held, undoubtedly influences his philosophy of education and the perspective he brings to his job. The public school of today, with the multiple nature of its services and its greatly increased enrollment, has changed from the relatively simple school of a half century ago to the complex institution of today. These changes have had an important impact on the job of the superintendent of schools and also on the type of training necessary for the successful execution of his varied tasks.

The superintendent, if he is to be an educational leader, worthy of the respect and the co-operation of his teachers and of the public, must possess academic and professional qualifications commensurate with his great opportunities for service.

Cobb, in revealing the importance and the necessity for thorough preparation of the superintendent of schools, says:

It is obvious that the administration of so vital an institution requires leadership of the very highest order. It is a job to challenge the best thinking and the most devoted living of finest individuals the American way of life can produce. In breadth and depth of understanding of the many facets of American culture, in effectiveness of utilizing the democratic process, in skill in human relations, and knowledge of and ability to supply the specialized functions and methods of administration, more careful and thorough preparation is required of no other profession.¹

As can be readily seen from the foregoing, a key to the success of any school system can be found in the preparation of this chief school administrator. The operational efficiency of the educational structure is dependent to a great extent upon what Hagman referred to as "job-readiness."² The preparation and experience of the superintendent are of vital concern in any appraisal of the school's ability to perform its primary task--the education of the community. When the administrator is well equipped and able to meet problems as they arise, the educational effort profits from his preparedness. When, however, he is ill equipped and unable to perform his necessary duties in a capable manner, regardless of whether it is due to a lack of training or experience, the educational effort suffers and the complete educational activity is hampered. Despite the utmost efforts of excellent teachers and all other school personnel, the operation of the educational system is likely to be inhibited when that system is headed by a poorly prepared administrator.

¹Jacob E. Cobb, "The Preparation of School Administrators--The Challenge," The Teachers' College Journal, (Terre Haute: Indiana State Teachers' College, March-April, 1953), p. 77.

²Harlan L. Hagman, Administration of the American Public Schools, (New York: McGraw-Hill Book Company, Inc., 1951), p. 4.

II. A SURVEY OF THE UNIVERSITY QUALIFICATIONS

REQUIRED OF CANDIDATES FOR THE SUPERINTENDENCY

It was thought desirable that a survey of the university qualifications required of candidates for the position of superintendent should be presented. To compile these specifications, the investigator searched the various provincial school acts and departmental regulations. In those provinces where the required university qualifications did not appear in such publications, the investigator contacted the deputy ministers concerned, requesting that such statements in writing be made available. Verification of all specified requirements was obtained through correspondence and personal interviews with the deputy minister or chief superintendent of each province.

British Columbia

The University qualifications necessary for appointment as a Superintendent are established by the Rules of the Council of Public Instruction of the Government of British Columbia. They are:

(a) A university degree

.

(c) At least one year of post graduate study satisfactory to the Department of Education.³

³Government of the Province of British Columbia, Manual of the School Law and Rules of the Council of Public Instruction, (Victoria: Queen's Printer, 1961), p. 1.

Alberta

As already indicated in a previous chapter, the regulations establishing minimum qualifications of any person appointed to be superintendent of schools in Alberta have been published in a Ministerial Order which states:

-
- (c) He shall have achieved a university degree from the University of Alberta or from another university of equivalent standing.
 - (d) He shall have pursued graduate study, of at least a year's duration, preferably in the field of educational administration, with the University of Alberta or with another university of comparable standing.⁴

Saskatchewan

In Saskatchewan, while no reference to the academic qualifications required of superintendents of schools could be found in the School Act, the Public Service Specifications for the position contain the following:

...graduation from a recognized university with two degrees, one of which is a professional degree including special courses in child and adolescent psychology, school organization and administration, school supervision and elementary school practice.⁵

For the position of Superintendent of High Schools the required academic qualifications are almost identical to the above, the only differences being that here the emphasis is upon a knowledge of school organization

⁴Government of Alberta, Department of Education Regulations, Ministerial Order dated January 19, 1961.

⁵Saskatchewan, Public Service Commission, Specifications for Position of Superintendent of Schools," Revised 5601, May 1961, (Mimeo.).

and administration, supervision and methodology at the secondary school level.⁶

Manitoba

Specifications for the position of school inspector in Manitoba have been prepared by the Civil Service Commission in consultation with the Department of Education, and are simply that an inspector must hold a degree from a recognized university, although extra credits are given for additional qualifications.⁷

Ontario

The qualifications for a public or separate school inspector in Ontario have been legally established, and are contained in Departmental Regulations⁸ which have already been referred to and discussed thoroughly. In addition to possessing a bachelor's degree with a certain required standing, each inspector must complete certain courses offered at the Ontario College of Education, as well as pass successfully the written and oral examinations conducted by the Department of Education.⁹

⁶Saskatchewan, Public Service Commission, "Specifications for Position of Superintendent of High Schools," Revised 5601, May 1961, (Mimeo.).

⁷Manitoba, Civil Service Commission, "Specifications for Class Title--School Inspector 251," (mimeo.).

⁸The Revised Regulations Made Under the Department of Education Act, loc. cit.

⁹Ibid.

As previously indicated, at the secondary school level inspectors are selected by the Department of Education and appointed by Orders-in-Council. For these officials there are no examinations, nor do there appear anywhere in writing specific academic qualifications required of all appointees. However, great emphasis is placed upon the academic qualifications of secondary school inspectors and these officials are regarded as experts in their particular fields.¹⁰

New Brunswick

In the Regulations respecting the New Brunswick School Act, the academic qualifications required of County Superintendents state:

All candidates for the office of County Superintendent of Schools shall have obtained a Bachelor's degree....(An applicant holding a post-graduate degree will be given special consideration.)¹¹

Nova Scotia

While no written statement outlining the qualifications required of appointees to the inspectorate position in Nova Scotia could be found, in an interview with the Deputy Minister for the province he stated:

¹⁰W. R. Stewart, Assistant Superintendent of Secondary Education in Ontario, personal interview, September 20, 1962.

¹¹Government of the Province of New Brunswick, Regulations Respecting The New Brunswick Schools Act, (Fredricton: Queen's Printer, 1959). Regulation 40, p. 36.

The basic requirement is a university degree, plus one additional year of professional education which may be taken at a teachers' college or at the university. In addition to this, we require at least one year of post-graduate study.¹²

Prince Edward Island

In Prince Edward Island no information relating to the qualifications of superintendents appeared in the School Act, and no printed specifications for the position of superintendent could be located. Correspondence, however, with the Deputy Minister revealed the following:

Academically, we require a bachelor's degree in Arts or Science, and we stipulate that a further degree in Education is preferred as well, or evidence that the person concerned is working towards such a degree.¹³

Newfoundland

Although it is not so stated in the Education Act, or indeed anywhere in writing, no district school supervising inspector in Newfoundland is now appointed unless he has a university degree. In the words of the Deputy Minister:

The one qualification we do insist upon is a university degree. Several of our supervisors who were appointed before this regulation was adopted do not have university degrees, but once Memorial University began granting degrees, we introduced this regulation. Normally, we look for the degree in education, but we do not insist upon it being in this field.¹⁴

¹²Statement by Dr. H.P. Moffatt, personal interview, op. cit.

¹³Statement by Dr. M. MacKenzie, letter to the investigator, March 20, 1962.

¹⁴Statement by Mr. P. J. Hanley, personal interview, op. cit.

III. THE MINIMUM UNIVERSITY QUALIFICATIONS REQUIRED OF CANDIDATES

Investigating this particular aspect of the study, it was discovered that in the provinces of Nova Scotia, Prince Edward Island, and Newfoundland no written statement of the minimum university qualifications required of inspectors has appeared in any regulation or provincial statute. In the three provinces concerned, while no written statement has been prepared, there does appear to exist an unstated policy regarding the minimum university qualifications required of all candidates. In the remaining six provinces it was found that such statements of minimum university qualifications were contained in school acts, regulations, civil service specifications, or have been specified in a published ministerial order.

On the basis of the foregoing research, Table XXIV was prepared to illustrate the minimum university qualifications required of inspectors by the various departments of education. While in four provinces, a bachelor's degree is the minimum university qualification required, it should be mentioned that in three of these, namely Manitoba, New Brunswick and Prince Edward Island, a preference for candidates with qualifications over and above the bachelor's degree is clearly indicated in the department policy statement. Of the five remaining provinces where post graduate study is a requirement, it would appear that in the case of British Columbia, the requirement of at least one year of post-graduate study tends to be a preferred qualification rather than an absolute requirement. In the words of the Deputy Minister for British Columbia:

TABLE XXIV

MINIMUM UNIVERSITY QUALIFICATIONS FOR APPOINTMENT AS INDICATED BY DEPARTMENTS OF EDUCATION

Required Qualification	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.
A university degree				X		X			X
A university degree plus one year post-graduate study	X	X	X		X		X		

We are fairly flexible regarding this post-graduate requirement. A man has to have a composite of qualities and he may be strong on some, and a little short in others. Therefore, we consider the total picture, but normally we would want a man with an M.A. or an M. Ed. degree. Many of our men, however, have both the B.A. and B. Ed. degrees. If the B. Ed. is from a recognized university and it represents study beyond the bachelor's degree, this is what we are looking for. We like a man to have an idea of what basic philosophies of education there are, and he should have some conception of the broader issues in education. One normally doesn't get this in an undergraduate degree.¹⁵

The four provinces of Alberta, Saskatchewan, Ontario and Nova Scotia appear to insist on the one year post-graduate study requirement. To quote the Chief Superintendent of Alberta:

We insist on at least a year's graduate study from our candidates. For each prospect, the undergraduate record is secured from the university and examined. If the person has an outstanding record as an undergraduate, then this is in his favour. If the record is rather pedestrian, but I have reason to think still that the person is a good candidate, I would want to establish whether or not he had been admitted to graduate school and the extent of his success in the graduate school. Now, if he has been admitted to graduate school and is acceptable there, this is sufficient to overcome any defect in his undergraduate record. We want to be sure that this person, if he has not completed a Master's degree, is capable of completing one. I would, of course, prefer that he had completed it, but this is not always possible....While I prefer that the post-graduate work be in the field of educational administration, I do not insist on this. For instance, if a man had a degree in secondary education and the quality of his work was outstanding, this would be as good a recommendation.¹⁶

¹⁵Statement by Dr. J. F. K. English, personal interview, op. cit.

¹⁶Statement by Dr. T. C. Byrne, personal interview, op. cit.

Saskatchewan was found to be the only province where the possession of two university degrees was a stated requirement which the Department of Education insisted upon in the making of all appointments. As the Chief Superintendent of Saskatchewan indicated:

A candidate must have an undergraduate degree in Arts, Science or an equivalent field, plus a second degree in Education. He must therefore have a minimum of two bachelor's degrees, one being an undergraduate degree and the other a professional degree. We do not make appointments without such equivalents and we have nobody on staff with less than two degrees. We do not insist on a Master's degree, but we do insist on a second degree. We recognize an M. Ed. as being two degrees but would not recognize an M.A. in history as such for our purposes. The candidate must have one degree of a professional character....While we look for a degree in educational administration, we do not demand it and we find that we just cannot make this a requirement.¹⁷

IV. SKILLS AND KNOWLEDGE REQUIRED

It has been said that a top executive is a mixture of one-quarter father confessor, one-quarter judge, one-quarter errand boy, and one-quarter writer. Every superintendent of schools soon picks up considerable experience in each of these four fields. There are other areas in which he works as well, and for these he needs special abilities and qualifications.¹⁸

In addition to the university qualifications required of candidates, three provinces, through their civil or public service commissions, have prepared in written form certain specifications which outline the required knowledge, special abilities and skills that are expected of all candidates for the position. The writer was able to obtain these and they appear below. For British Columbia:

¹⁷Statement by Mr. L. Bergstrom, personal interview, op. cit.

¹⁸C. C. Coldring, "The Superintendent of Schools as a Local Leader," Canadian Education, Vol. IX, (September, 1954), p. 7.

Qualifications Required

1. Education or Specialized Knowledge....an excellent knowledge of the provisions of the 'Public Schools Act'; an excellent knowledge of problems arising in the administration of primary and secondary schools.

. . .

Specialized Abilities and Skills.... ability to supervise the management of large secondary schools; ability to prepare comprehensive reports.¹⁹

In Saskatchewan, the Public Service Commission Specifications for the Position of Superintendent of Schools state:

Required Knowledges, Abilities and Skills

Extensive knowledge of effective methods and techniques of elementary and secondary school instruction and of the problems commonly met with by teachers in elementary schools.

Thorough knowledge of the philosophy, psychology and methods of elementary school teaching.

Knowledge of elementary school organization and administration and the laws and regulations controlling their operation, with particular reference to operations under the Larger School Units Act.

Knowledge of child and adolescent psychology and of the fields of vocational and personal guidance.

Ability to demonstrate effective classroom teaching methods and techniques used in the elementary and continuation schools of a modern public school system.

Ability to give constructive criticism and advice in the organization and administration of a large public school system and to give effective assistance in planning and developing expanding school programs in conformity with the aims of the Larger School Act.

¹⁹British Columbia, Civil Service Commission, "Public Service Job Specifications, Group PR--Professional, Class 4--Education," Victoria, August 27, 1958, (mimeo.).

Ability to evaluate the progress of students and the efficiency of teachers in elementary school work.

Ability to provide effective educational leadership to teachers, school boards, and the public through public addresses, informal talks and interviews, and through institutes, conferences and on committees.

Ability to develop and maintain effective working relationships with senior administrative officers, local school authorities, principals and teachers of elementary and continuation schools and with committees of trustees, teachers and ratepayers in the solution of particular educational problems.²⁰

For the position of superintendent of high schools, the required knowledge, abilities and skills are very similar to those required of superintendents of schools, the only differences being that here the emphasis is on education and its aspects at the secondary school level.²¹

Manitoba provided the third example, where certain knowledge and abilities as required for the inspectorate position are specified as follows:

Specific knowledge of legislation and regulations governing provincial education.

Thorough knowledge of psychology, philosophy and methods of teaching; and should be fully versed in educational principles and practices and in exercising critical judgement in the field.

Ability to evaluate the progress of students and the efficiency of teachers.

Ability to give sound professional advice and to settle controversies.

Facility in effective expression and communication and in making contacts.²²

²⁰Saskatchewan, "Public Service Commission Specifications for Position of Superintendent of Schools, Revised 5601," May, 1961, (mimeo.).

²¹Saskatchewan, Public Service Commission, Specifications for Position of Superintendent of High Schools, Revised 5601, May, 1961, (mimeo.).

²²Manitoba, Civil Service Commission, "Specifications for Class Title--School Inspector, 251," (mimeo.).

The above three examples indicate the type of skills and knowledge that superintendents are expected to demonstrate, and while other provinces may not have so specified these in writing, from the interviews with deputy ministers and chief superintendents, it became quite clear that the above skills could be regarded as sufficiently representative to satisfy the requirements of other provinces.

V. THE EMPHASIS ON ACADEMIC COMPETENCE

In most provinces, the department officials concerned emphasized the importance that they placed on academic background in the selection of their superintendents. It would appear that in some provinces university transcripts of potential candidates are carefully examined for evidence both of scholarship, as well as the extent to which courses in administration and supervision have been included in a candidate's program. This emphasis was well expressed by the Chief Superintendent for Alberta when he said:

I am laying quite a stress on this evidence of scholastic competency, because I think that first and foremost a superintendent should be scholarly. Now this does not mean that he is going to be of the type that prefers university work to field work, but it does mean that he is and can be accepted by teachers as a person who can achieve in some discipline or in the field of education.²³

VI. YEARS SPENT IN UNIVERSITY PREPARATION PRIOR TO FIRST SUPERINTENDENCY

APPOINTMENT AS REPORTED BY SUPERINTENDENTS

From Table XXV it can be seen that more than two-thirds of the Canadian

²³Statement by Dr. T. C. Byrne, personal interview, op. cit.

TABLE XXV

YEARS SPENT AS A FULL-TIME UNIVERSITY STUDENT
PRIOR TO FIRST SUPERINTENDENCY APPOINTMENT

Number of Years	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	17.0	15.9	4.5	22.7	53.4	25.0		42.9	5.9	30.4
Less than a year	2.1		3.0	4.5	3.1				5.9	2.6
One	10.6	12.7	22.4	16.0	11.9	8.3		14.3	17.6	13.6
Two	25.5	12.7	25.4	6.8	3.6	8.3	14.3			10.8
Three	14.9	22.2	14.9	16.0	8.8	16.7	7.1	14.3	35.3	14.0
Four	8.5	20.6	19.4	22.7	12.4	16.7	35.7		29.4	16.4
Five	14.9	14.3	7.5	11.4	4.1	8.3	21.4	14.3	5.9	8.6
Six	6.4		3.0		1.0	8.3	14.3	14.3		2.4
More than six		1.6			1.6	8.3	7.1			1.3
Total number of respondents	47	63	67	44	193	12	14	7	17	464

superintendents have spent at least one year as full-time students in attendance at university, while 42.7 per cent have spent three or more years in this manner. Depending on the courses taken and the period of time when they were in attendance, numbers of superintendents have been able to obtain at least a first university degree as full-time students. A few have also been able to complete graduate studies as full-time university students. It is interesting to observe that in Nova Scotia no fewer than 78.6 per cent of the superintendents attended university full time for a period of four or more years.

Table XXV also indicates, however, that 30.4 per cent of Canadian superintendents had not experienced full-time university attendance at all prior to appointment. For these men, university qualifications had been obtained by attending summer school sessions and evening credit programmes, or by taking correspondence courses whilst at the same time undertaking regular teaching duties. Many superintendents who perhaps attended university full-time for one or two years only also found it necessary to complete first and further degrees in the above manner. Table XXVI presents data showing the equivalent amount of university time obtained in this manner prior to superintendency appointment. It will be seen that comparatively few (10.8 per cent) had not used such means at some time or other to obtain university qualifications, and that 38.2 per cent had in this way obtained the equivalent of four or more full-time university years.

TABLE XXVI

EQUIVALENT YEARS SPENT AS A STUDENT IN UNIVERSITY PREPARATION BY ATTENDING SUMMER SCHOOL AND EVENING CREDIT PROGRAMMES OR BY TAKING CORRESPONDENCE COURSES PRIOR TO FIRST SUPERINTENDENCY APPOINTMENT

Number of Years	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	2.1	4.8	10.4	11.4	11.4	8.3	21.4	42.9	29.4	10.8
Less than a year	2.1	11.1	4.5	11.4	3.6	8.3	7.1	42.9	23.5	6.9
One	12.8	12.7	16.4	9.1	6.7	25.0	21.4		29.4	11.4
Two	21.3	30.2	16.4	18.2	8.8	16.7	21.4	14.3	5.9	15.5
Three	19.1	11.1	20.9	9.1	20.7		28.6		11.8	17.2
Four	25.5	6.3	19.0	18.2	22.8	8.3				17.5
Five	10.6	15.9	11.9	6.8	10.9	16.7				10.6
Six	2.1	6.3		15.9	6.2	16.7				5.6
More than six	4.2	1.6	1.5		8.8					4.5
Total number of respondents	47	63	67	44	193	12	14	7	17	464

VII. HIGHEST DEGREES HELD AT THE TIME OF APPOINTMENT

Table XXVII indicates the highest degrees held by superintendents at the time of their appointment. It should be noted, however, that in the above table only those degrees successfully completed and awarded have been recorded. No indication has been made of the many instances in which inspectors were in the process of completing further or first degrees. Table XXVII indicates that the great majority of superintendents (97.2 per cent) held at least one bachelor's degree at the time of their appointment. While 40.3 per cent held one bachelor's degree only, a further 38.4 per cent held two bachelor's degrees. One of the interesting observations is that of the total number of Canadian superintendents holding two bachelor's degrees, one-third were from the province of Saskatchewan. At the time of their first appointment to the superintendency 88.1 per cent of the Saskatchewan men held two bachelor's degrees.

Of the 464 superintendents surveyed, only 18.5 per cent held a master's degree or better at the time of appointment. While 36.5 per cent of the Alberta appointees were in this category, in New Brunswick and Nova Scotia the percentages were 58.3 and 64.3, respectively. In these two latter provinces the total number of superintendents and inspectors employed is comparatively small. However, evidence of a high standard of university qualifications for such officials in these provinces particularly, is noteworthy when compared with the other two Atlantic provinces, in particular, or indeed with other Canadian provinces, in general. The remarks of the Deputy Minister for Nova Scotia in this connection were of interest:

TABLE XXVII

HIGHEST UNIVERSITY DEGREES HELD BY SUPERINTENDENTS AT THE TIME OF THEIR APPOINTMENT

Number and Type of Degrees	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
No university degree at all					0.5			57.1	47.1	2.8
One bachelor's degree only	44.7	30.2	4.5	56.8	53.4	25.0	21.4	28.6	47.1	40.3
Two bachelor's de- grees	38.5	31.7	88.1	27.3	33.7	8.3	7.1	14.3	5.9	38.4
One master's degree only	14.9	36.5	7.5	15.9	11.4	58.3	64.3			17.2
Two master's degrees					0.5	8.3				0.4
An earned Doctorate degree	2.1	2.1			0.5		7.1			0.9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

In recent years all of our appointees have held a master's degree and this has tended to be our policy. If a man does not have a master's degree we do not even consider him.²⁴

In the case of New Brunswick, as already indicated, the regulations in the School Act prescribe a bachelor's degree as being the minimum requirement, although it is indicated that applicants holding post-graduate degrees will be given special consideration.²⁵ It would appear then that applicants with qualifications over and above the minimum have certainly been given preference in appointments to the superintendency of this province.

In the provinces of Prince Edward Island and Newfoundland, no superintendents at appointment held a master's degree and in the remaining provinces of British Columbia, Saskatchewan, Manitoba, and Ontario the numbers with a master's degree were comparatively small.

Appointees from all provinces holding a Doctorate degree at the time of appointment totalled only 0.9 per cent.

VIII. TYPE AND LOCATION OF INSTITUTION WHERE TEACHER TRAINING WAS OBTAINED

As indicated in Table XXVIII, 79.3 per cent of the superintendents received their first professional training in normal schools or teachers' colleges, and with the exception of Newfoundland, this tended to be the common pattern across the country. However, 20.1 per cent indicated that their preparation had been obtained in faculties or colleges of education within universities. Since it appears common practice for many teachers

²⁴Statement by Dr. H. P. Moffatt, personal interview, op. cit.

²⁵Regulations Respecting The New Brunswick Schools Act, loc. cit.

TABLE XXVIII

TYPE OF INSTITUTION WHERE INITIAL TEACHER TRAINING WAS TAKEN

Type of Institution	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Normal school or teacher's college	83.0	73.0	91.1	81.8	82.9	83.3	50.0	85.7	17.7	79.3
University faculty or college of education	17.0	25.4	9.0	18.1	17.1	16.7	42.9	14.3	76.5	20.1
Other institution		1.6					7.1			0.4
No teacher training obtained									5.9	0.2
Total number of respondents	47	63	67	44	193	12	14	7	17	464

to upgrade themselves, many of the superintendents who had at first attended normal schools for their initial professional preparation reported that in subsequent years they had taken further education in faculties or colleges of education and by so doing had improved the quality of their teaching certificates, or had obtained first or further university degrees. Two superintendents indicated that they had received their teaching training in institutions other than the above, and one respondent from Newfoundland indicated that he began teaching before any teaching training institution had been established in the province. He was the only one who reported not having received some kind of formal teaching preparation.

Table XXIX illustrates that the great majority of superintendents (92.5 per cent) had obtained their teacher training in institutions located in the province of their present superintendency. These data tend to further support the contention that provincially--employed superintendents are not only selected from within their province, but to a large extent have been professionally prepared there also. While a small percentage had received their initial teacher preparation in other provinces, in most instances, these superintendents had moved to their present province comparatively early in their teaching careers and had become established there.

IX. PROFESSIONAL QUALIFICATIONS HELD

The possession of teaching certificates is evidence, to some extent, of professional qualifications held. In all provinces, possession of a certain standard of teaching certificate is a requirement for appointment. Because of the number and variety of teaching certificates issued by the

TABLE XXIX

LOCATION OF INSTITUTION WHERE TEACHER TRAINING WAS RECEIVED

Location of Institution	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Same province as present superintendency	93.6	84.1	92.5	79.5	96.9	100.0	100.0	100.0	88.2	92.5
Some other Canadian province	6.3	14.3	6.0	18.2	3.1				5.9	6.7
Another country		1.6	1.5	2.3						0.6
No teacher training taken									5.9	0.2
Total number of respondents	47	63	67	44	193	12	14	7	17	464

various Canadian provinces, no attempt was made to report the types of teaching certificates held by superintendents across Canada. In most cases it was found that each superintendent possessed several teaching certificates of a varying grade or quality. It would appear that during their teaching career superintendents had continued to upgrade themselves and, consequently, had been issued during their time several teaching certificates, each one of a superior quality to the former. It was found that in most cases the highest certificates held by superintendents tended to exceed minimum requirements.

It is perhaps important to state that in the province of Ontario, in particular, an emphasis has been placed upon the obtaining of specialist teaching certificates. While some of these specialist certificates are obtained as a result of an honours degree in the university, others are earned as a result of rather prolonged study through summer courses. The commercial specialist certificate in Ontario, for example, requires six summers of concentrated study plus a certain number of extramural courses offered through the Extension Department of the University of Toronto. It is sufficient to say that an equivalent amount of time and effort in the field of commercial education spent at many universities would appear to meet the requirements of a master's degree.

X. SUMMARY OF CHAPTER VIII

The superintendent, if he is to be an educational leader, worthy of the respect and the co-operation of his teachers and of the public, must possess academic and professional qualifications commensurate with his great opportunities for service. In this chapter, therefore, an attempt has been made to portray the minimum academic and professional qualifications required of all candidates for the superintendency position. In six of the provinces concerned these specifications were contained in provincial school acts and regulations. In the three remaining provinces because no published statements could be located, department officials were interviewed for this information.

It would appear that the minimum university qualification for an inspectorial appointment in the provinces of Manitoba, New Brunswick, Prince Edward Island and Newfoundland is a university degree. However, in the five remaining provinces, the stated minimum qualification is a university degree plus one year of post-graduate study. However, it must be emphasized that the requirement of a further one year's post graduate study in British Columbia, for example, tends to be a preferred qualification rather than an absolute requirement. Saskatchewan was found to be the only province where the possession of two university degrees (one undergraduate, and one professional degree) was the stated minimum requirement, insisted upon in all cases. In most provinces, the department officials interviewed emphasized the importance they placed on academic background in the selection of their superintendents. In addition to the university qualifications required of all

candidates, three of the provinces have prepared in writing, job specifications for the superintendency which outline the required knowledge, abilities and skills that are expected of all candidates for the position.

More than two-thirds of Canadian superintendents had spent at least one year in full-time university attendance prior to their appointment, and 42.7 per cent had spent three or more years in this manner. However, 30.4 per cent of the respondents had not experienced full-time university attendance prior to their appointment, and for these men, university qualifications had been obtained by attending summer school sessions and evening credit programmes, or by taking correspondence courses. Comparatively few (10.8 per cent) had not had to use such means at some time or other to obtain university qualifications.

A survey was also made of the highest degree held by superintendents at the time of their first appointment to the provincial service. While 97.2 per cent of the respondents held at least a university degree, 40.6 per cent had earned only one bachelor's degree at the time of first appointment. A further 38.4 per cent held two bachelor's degrees, and only 18.5 per cent had earned a master's degree or better at the time of their appointment. Appointees from all provinces holding an earned doctorate degree totalled only two (0.9 per cent).

The majority (79.3 per cent) reported having received their first professional training in normal schools or teachers' colleges, while a further 20.1 per cent indicated that their professional preparation had been obtained in faculties or colleges of education within universities. As many as 92.5 per cent had obtained this initial preparation in institutions located

within the province of their present superintendency position. This lent further support to the conclusion that provincially-employed superintendents were not only selected from within the province, but to a large extent had been professionally prepared there also.

In all nine provinces, possession of a certain quality of teaching certificate was a requirement for the superintendency appointment. It appeared that in most instances the certificates held by superintendents tended to exceed any minimum requirements as stated in regulations.

CHAPTER IX

SEX AS A CRITERION IN SELECTION

I. THE PLACE OF WOMEN IN ADMINISTRATIVE POSITIONS

The subject of women in administrative positions in education is one that has perhaps received inadequate attention in the past, and consequently, there appears to be a scarcity of literature on the subject. Literature that does refer to women administrators in education appears mainly in the form of magazine articles that are largely factual in content. With the exception of brief and often incidental statements, most of the studies located were more concerned with descriptive material than with attitudes, interests, and social pressures which would accelerate or retard the attainment of educational administrative posts by women.

This same situation can be found in areas other than education. Cleary shows this in the fields of labor, banking, and government. She states:

The number of votes women cast, the number of dollars they control, and the number of jobs they hold are important factors....Yet women have still to achieve the status which they are capable of attaining. Thirty per cent of the labor force are women -- this is not the same for higher-level positions. Two-thirds of the employees of banks are women, yet less than 10 per cent are officers.¹

Cleary goes on to explain the position of women in banking:

At a meeting of the National Association of Bank Women, a very distinguished man banker said, 'You might just as well face the fact that you have to be twice as good as a man to get the same job at half of the salary.'²

¹Catherine Cleary, "From Status Quo to Status Quo", Journal of the American Association of University Women, XLIX (January, 1956), p. 85.

²Ibid.

Furman states:

Women's chances for advancement to the better positions in business and industry are, as yet, not so good as those of men. Many of the better jobs are still considered 'men's jobs', but this traditional attitude is breaking down as more and more women prove themselves capable of handling positions of responsibility.³

Perhaps the best expression of present-day attitudes toward women in administrative positions is exemplified in the following address made by Scheer, personal director of Chicago's Blue Cross-Blue Shield:

Competition in executive jobs is not women against women, which would be bad enough, but it is women against men, which means they have to overcome tradition, prejudice, common practice, as well as competition. All other things equal, such as ability, women do not have an equal chance. Discrimination against women workers still exists. No, not in the realm of clerical jobs, but certainly in the level of managerial positions. Men still don't want to recognize women as their equal when it comes to running the show. To be as successful as a man, a woman has to be better than a man....⁴

Scheer sums it up:

Once a woman has found her level and established herself, then to be a success in management all she has to do is four things: Look like a girl, think like a man, act like a lady, and work like a dog.⁵

Addressing the Arts of Management Conference held recently in Toronto, the president of the Canadian Federation of Business and Professional Women's Clubs makes this statement:

³Lucille N. Furman, The Status of Women in the United States 1953, (Washington, D. C.: United States Department of Labor, Women's Bureau, 1953), p. 13.

⁴Wilbur Scheer, "Speaking of Women in Business," Personnel Journal, XXXV (February, 1957), pp. 344-348.

⁵Ibid.

Traditional Canadian attitudes towards women must change.... Before Canada can marshall her full resources of ability and skill, social attitudes towards women, which are still in a state of flux must change.⁶

The president continues by saying:

For working women the unfair and unrealistic disabilities and differences in rates of pay, wages, opportunities, employment benefits, pension and retirement plans should be eliminated.⁷

The Classco Commission on Government Organization which was released recently in Canada found some subtle discrimination against women in the public service. It is interesting to note, however, that as recently as 1962, the highest position in Canada's civil service, that of Chairman of the Civil Service Commission with the rank of deputy minister, was awarded to a woman. Commenting on her position the incumbent stated:

I do not like the distinction between men and women in a position like this. I feel the government was recognizing that a woman can do the job as well as a man, and was also recognizing the part that women play in both industry and government. I have always felt that I have a role to play on the commission-- but that it is not necessarily a women's role.⁸

People who had watched this lady in operation indicated that her ability, business sense, human approach and sound judgement had amply justified the government's decision to appoint her.⁹

⁶News item, "Canada Must Discard Attitude Toward Women", The Edmonton Journal, April 16, 1963.

⁷Ibid.

⁸News Item, "Woman Reaches Top in Civil Service Ranks," The Edmonton Journal, November 17, 1962.

⁹Ibid.

II. WOMEN IN EDUCATIONAL ADMINISTRATION

There is evidence in the literature to indicate that discrimination against women teachers on the basis of sex is far less general than in the past. The National Council of Administrative Women in Education has published two studies that bring together important facts about the status of women in the field of education. The first deals with women in public school systems. The second is a study of administrative women in higher education. The two studies show plainly that:

... many well-qualified women in the educational field either do not seek administrative work or are discouraged by obstacles from making the fullest use of their talents. Women who look forward to promotion to administrative positions will want to remove obstacles to their advancement that they, too, may make their highest contributions to education.¹⁰

From the study made by National Education Association, tabulations of women in administrative positions in education showed 56.1 per cent of all elementary-school principals in the cities over 30,000 in population were women, while only 9.5 per cent of the junior-high-school principals were women.¹¹ A review of the study's findings indicated the distribution of administrative positions in city-school systems between men and women was far from being even in all levels.

Holding a position as a school administrator appears to be generally considered a man's prerogative. Apart from the elementary school

¹⁰Kathryn E. Steinmetz, Women in Educational Administration, (Washington, D.C.: National Council of Administrative Women in Education, 1953), p. 1.

¹¹Steinmetz, op. cit., p. 12.

principalship and vice-principalship, there are relatively few positions in educational administration that are available to women.

Although opinion on the subject tends to be rather emphatic, and tends to favour the employment of a larger percentage of men, there has been little, if any, conclusive evidence that men are more effective administrators than are women.¹²

Campbell and Gregg appear to believe that the demand for women in educational administration will probably continue to be greatly limited and that the trend is probably in the direction of an even larger proportion of male administrators.¹³

III. DEPARTMENT OF EDUCATION ATTITUDES TOWARD THE SELECTION OF WOMEN FOR THE SUPERINTENDENCY

It would appear from all of the above, that among others, the following two questions might be raised: Do these above conditions exist due to prejudice against women or is it because women are not qualified? Are women being given opportunities to enter into educational administrative positions at the inspectorate level?

The results of the present investigation revealed that the vast majority of inspectors in Canada were men and comparatively few women have ever been employed in this capacity. Traditionally, of course, supervisors of home economics in all provinces have been women. However, with the one exception of the home economics inspectors in Ontario, these specialist supervisors were not included as a part of this research study. Of all nine

¹²R. F. Campbell and R. T. Gregg (ed.), op. cit., pp. 411 - 412.

¹³Ibid., p. 412.

provinces surveyed in this study, women inspectors were found to be employed only in the province of Ontario. Table XXX provides some information concerning the seven women inspectors concerned. Perhaps one of the interesting observations is that three of these appointments were made within the period, 1956 - 1960. The Chief Director of Education for Ontario commented:

We have no stated policy regarding the sex of an inspector, but in practice they are nearly all men, and this seems to work out better. The majority of women, we find, do not like the long hours involved in working with boards of trustees and travelling all hours of the night. Then again, boards themselves are made up very largely of men When a woman is appointed as an inspector, she is more likely to be assigned as an assistant to another inspector. We have no such title as 'Assistant Inspector'; all our people are called 'Inspectors of Schools.' However, a woman inspector very often is appointed as an assistant in charge of the classroom work, while the man who is regarded as senior inspector looks after the administration and has the final jurisdiction for the district.¹⁴

Other departmental officials were questioned regarding the appointment of women to positions in their inspectorate service. As was found with the factor of age, there did not appear to be regulations in any of the provinces by which appointment was confined to men only. Yet, in most provinces women were not appointed and each department official interviewed expressed a strong preference for men. According to the deputy ministers and chief superintendents, the superintendency is essentially a man's job because of the rigorous nature and versatility of the work involved. There has been a more or less traditional assumption that superintendents are men, although it is not stated as policy by any of the provincial

¹⁴Statement by Dr. F. S. Rivers, personal interview, op. cit.

TABLE XXX

THE DESIGNATION AND CAPACITY OF ONTARIO WOMEN INSPECTORS

Title	Total Number Employed	Period When Appointed	Capacity
Elementary Public School Inspector	2	(1) 1946 - 1950 (1) 1956 - 1960	In charge Assistant
Elementary Separate School Inspector	2	(1) 1956 - 1960 (1) 1936 - 1940	In charge In charge
Secondary School Staff Inspector of Home Economics	1	1941 - 1945	In charge
Libraries	1	1951 - 1955	In charge
English	1	1956 - 1960	In charge
Total	7		

departments of education.

The Chief Superintendent of Alberta remarked:

While there may be no written policy regarding this, I am sure there is an unstated one. We have never appointed a woman superintendent here in Alberta. I am not convinced that a woman could fill the role of a divisional superintendent as effectively as a man. Now, I do think a woman could be a high school inspector, perhaps just as effectively as a man, and certainly a woman could be an elementary consultant or supervisor of instruction just as capably as a man. However, while this business of being an executive or administrative officer of a school board is one that a woman might do as effectively, I do not think that school board members would be convinced of this.¹⁵

The Chief Superintendent of Saskatchewan conveyed a similar attitude when he stated:

We just do not receive applications for the superintendency from women. I believe, perhaps, that women have simply never considered themselves in this role, partly because our tradition has been to have male superintendents. It may be also that women, looking at the job of the superintendent, have decided that the rough and tumble of the superintendency is not for them. After all, women are not necessarily temperamentally suited to the peculiarities and the rigours of the position. Then again, one has to keep in mind the way that the public -- parents, trustees -- view the position.¹⁶

It was of interest to discover that at one time a provincially-employed woman superintendent had served in Saskatchewan for several years. This former woman superintendent, now living in the United States was eventually contacted. She had served for a period of five years, 1946 - 1951, and in that time had given service in two different superintendencies. It is also noteworthy that she was appointed at the

¹⁵Statement by Dr. T. C. Byrne, personal interview, op. cit.

¹⁶Statement by Mr. L. Bergstrom, personal interview, op. cit.

comparatively young age of 25. In her questionnaire this respondent made the following comment:

I believe that departments of education and universities responsible for the preparation of future school superintendents should admit openly that some women are capable aspirants for the superintendency.

A similar point of view was expressed by certain of the women incumbents of the position in Ontario.

A differing view point, to some extent, was expressed by the Deputy Minister of Manitoba who said:

There is no Department policy that we have ever been called upon to implement. However, not as a matter of policy, but as a matter of personal opinion, I feel that in a staff of almost fifty inspectors, we probably would find some embarrassment if we had, for example, any more than five women school inspectors. The embarrassment would simply be in the restriction of the number of districts to which we could assign them. I would not, for instance, want to send a woman school inspector to the Hudson Bay area. Therefore, the more women inspectors you have, the fewer men there are from whom to select inspectors for the particularly difficult fields. However, we have never had sufficient women inspectors to cause us any embarrassment in that respect. Two women inspectors are the most I can recall on our staff at any one time, and at the moment there are none. It is several years since we have had an application from a woman. They just do not apply. However, all the applications we have had from women since I have been in my position have been from applicants who were completely unacceptable, regardless of their sex. They just did not have the background and experience to do the job.¹⁷

In four Atlantic provinces, it was clear that only men were considered for positions in the inspectorate service. Nevertheless, several women were employed by the departments of education in both Nova Scotia and New Brunswick as assistants to the inspectors. As far as

¹⁷Statement by Mr. B. Scott Bateman, personal interview, op. cit.

these positions were concerned for women, however, they must be regarded as terminal. In no instances have women assistants been promoted to the rank of full inspector, but this has certainly been the pattern where men have been employed in these assistant positions. The Deputy Minister of Prince Edward Island appeared to share this view when he said:

If and when the time comes for our superintendents to have assistants to help in classroom supervision, I think they should be women because the great majority of our teachers are female -- 85 per cent of them. However, we consider only men for the superintendency itself.¹⁸

In Newfoundland, no women inspectors have ever been appointed. According to the Deputy Minister, the travelling conditions are so difficult that women do not even apply.¹⁹

IV. SUMMARY OF CHAPTER IX

Although there appear to be no legal barriers against the appointment of a woman as a school superintendent or inspector, women were found employed as inspectors only in the province of Ontario (with the exception of those women, who, designated as supervisors or inspectors of home economics, are found in most of the provinces). In all provinces, department officials expressed a strong preference for appointing men to inspectorate positions.

¹⁸Statement by Dr. P. MacKenzie, personal interview, op. cit.

¹⁹Mr. P. J. Hanley, personal interview, op. cit.

The basic reasons given for not appointing women to the superintendency in most cases appeared to be as follows:

1. Tradition favours the appointment of men.
2. Comparatively few women are qualified for the position.
3. Women simply do not apply for the superintendency, probably because they do not choose to do so.
4. The rigorous nature of the task and the working conditions tend to favour the appointment of men.
5. School board expectations are such that departments of education feel obliged to appoint men.

CHAPTER X

OTHER CRITERIA USED IN SUPERINTENDENCY SELECTION

I. INTELLIGENCE AS A CRITERION

A number of studies have been made of the intellectual abilities of leaders. In many cases it has been shown that there is a definite and positive relationship between intelligence and leadership. Hooper and Bills in a study of educational administrators found that the median I.Q. of the administrators they tested was 127 and that this I.Q. ranged from 109 to 133. Indicating, however, that teachers were also of above average intelligence and that educational administrators were drawn from the teaching ranks, they conclude that:

Unintelligent administrators probably cannot be successful, but superior intelligence does not add measurably to success.¹

Campbell, Corbally and Ramseyer indicate that a number of studies have shown that the effectiveness of a leader will be minimized if he is a great deal more intelligent than the group which he is to lead. If the intelligence gap becomes too great, the leader might not be well accepted by the group and his communication with the group can become difficult.²

¹Robert L. Hooper and Robert E. Bills, "What's a Good Administrator Made of?", School Executive, March, 1955, Vol. 74, p. 93.

²R. F. Campbell, J. E. Corbally, and J. A. Ramseyer, op. cit., p. 267.

From interviews and discussion with department officials it would appear that in no province has the criterion of intelligence, as measured by any kind of standardized test, been considered in the selection of superintendents. It is true that university transcripts are examined and these may contain certain test data. Again, the emphasis that certain provinces have placed upon the one year of post-graduate study would imply some standard of measure in this regard. Admission into graduate studies itself is based on some criteria of intellectual capacity, and in certain graduate schools standardized tests such as the Graduate Record Examination and the Miller Analogies are employed to screen candidates for entrance.

McIntyre in his study arrives at the following conclusion regarding intelligence in the selection of persons for educational leadership:

Assuming that intellectual power, even as imperfectly measured by existing tests, is a factor not to be deplored in school administrators; we would suggest the use of the combined results of two or three reputable tests in a screening process. This we would suggest on general principles, even if our studies did not show a rather significant relationship between our three-test index of intellectual ability and our own judgments of professional promise after ten or twelve weeks of contact. Since some of our promising people have scored fairly low on the tests that were employed, we would set the cut-off point fairly low.³

³K. E. McIntyre, An Experiment in Recruiting and Selecting Leaders for Education, (Southwest School Administration Centre, University of Texas, 1955), pp. 36 - 37.

McIntyre suggests that candidates should score above 55 on the combined percentile scores of the Miller Analogies, the Co-operative English C₂, and the Watson-Glaser Critical Thinking Appraisal if they are to be successful in this screening.⁴

II. THE IMPORTANCE OF PERSONAL QUALITIES

One of the most variable, yet most essential requirements of a successful superintendent, is his personality and personal qualities. The wide scope of his functions suggests that he must deal with a great number of persons in a variety of relationships -- those above him in authority, whether the department of education or the board of trustees, and those below him, in the persons of supervisors, principals, teachers, as well as the non-professional staff. Perhaps more important, he must develop diplomatic, yet effective relations with parents and community leaders. He will be, to a considerable degree, a middle man in a hierarchy of authority, carrying out policies and plans of his superiors and at the same time showing leadership with collaborating associates in developing plans and procedures for his own sphere of the educational programme. The superintendent is continually dealing with personalities, and the personal equation will be a recurring factor in his work. The school superintendent must, therefore, have the personal characteristics

⁴Ibid.

both of a good follower and of a successful leader. He usually serves in a local community, but he must be able to envision his work as a part of the great service of educating all the children and youth of the province.

The personal qualities to be sought in a school superintendent have been frequently written about. Articles concerning the subject have taken the form of descriptions of characteristics of very superior executives, lists of desirable personal qualities, and lists and descriptions of negative personal qualities. As early as 1933, the Eleventh Yearbook of the Department of Superintendence entitled, "Educational Leadership Progress and Possibilities" listed in the order of frequency of appearance the reasons given by 264 school board members to explain the success of 105 superintendents of schools. This compilation of thirty items constitutes a valuable list against which the superintendent or prospective superintendent might well check himself. It is noted that:

. . . of the thirty reasons given by 264 school board members to explain the success of 105 superintendents of schools, twenty-two of them, including the first five in order of frequency of appearance, related to personal qualifications and only eight had to do with professional training.⁶

⁶Department of Superintendence, Educational Leadership Progress and Possibilities, Eleventh Yearbook, Washington, D.C. 1933.

Reavis in 1940 attempted to make a synthesis of numerous lists of personal characteristics mentioned in articles including the Eleventh Yearbook of the Department of Superintendence, and concludes that the school executive should rate high in:

1. Unselfish motivation
2. Scholarly ability
3. Industry
4. Ability to get along with people
5. Executive capacity.⁷

It is further pointed out by Reavis that the board of trustees usually thinks of the needs of the position in terms of the qualifications that the preceding executive did or did not possess and that

. . . persons aspiring to positions of importance in educational administration should be greatly concerned with the personal characteristics desired in candidates for executive positions. The reason for this concern is the fact that the selection of the school executive usually is determined by personal characteristics.⁸

Reeder listed the chief qualities recommended for the school superintendent as

1. Ability to co-operate with people
2. Sane courage and sound progressiveness
3. Ability as a public speaker
4. Pleasing personality

⁷William Reavis, "Personal Characteristics Desired in Public School Executives," Elementary School Journal, Vol. 40, February, 1940, p. 420.

⁸Ibid., p. 417.

5. One or more years of successful teaching, supervisory, or administrative experience
6. A good general education and special preparation in school administration
7. Good health
8. Moral character.⁹

In a study on superintendent selection Bowman and Savage found that board members in fourteen American states listed among others the following characteristics as being most important in their selection of superintendents: personal appearance; agreeableness and friendliness; ability to work democratically with staff; personal integrity and fairness;¹⁰

Davis, in a recent study conducted in Eastern Canada, developed a list of fifteen factors which according to the literature have been described as being of importance to successful performance in an administrative position. The following is his list:

1. Ability to get along with people
2. Leadership
3. Organizing and executive ability
4. Tact and diplomacy

⁹Ward G. Reeder, School Boards and Superintendents (New York: The MacMillan Company, 1944), p. 54.

¹⁰Thomas R. Bowman and William W. Savage, "Selecting The Superintendent," Administrator's Notebook (February, 1956), Vol. IV, No. 6, p. 2.

5. Good judgment and common sense
6. Active participation in professional organizations
7. Interest in and liking for children
8. Ability to teach
9. Character
10. Appearance
11. Poise and emotional stability
12. Good health
13. Interest in community affairs
14. Sense of humour
15. Initiative and willingness to work.¹¹

In this particular study, superintendents were asked to indicate on a four point scale how necessary each of the personal factors was to a candidate for a principalship position. Davis found that the personal factors ranked as essential by fifty per cent or more of the superintendents were as follows: ability to get along with people, (100 per cent); leadership, (81 per cent); initiative and willingness to work, (81 per cent); good judgment and common sense, (75 per cent); character, (75 per cent); poise and emotional stability, (65 per cent); tact and diplomacy, (56 per cent); interest in and liking for children, (50 per cent); ability to teach, (50 per cent).¹² While there is, of course, no standard set of personal

¹¹John E. Davis, "Criteria and Procedures Used in Selecting Administrative Personnel in Large Urban School Systems in Eastern Canada," Unpublished Master's Thesis, The University of Alberta, Edmonton, 1962, p. 35.

¹²Ibid., p. 37.

qualities which superintendents must possess, it would appear that there are certain qualities which are possessed by many regarded as successful in the field. Needless to say, an educational administrator is expected to be a person of fine character. Many of the character attributes may not be directly related to effective leadership behaviour, but they are strongly related to the degree to which an administrator will be accepted by his staff and his community. Such attributes as honesty, integrity, loyalty, sincerity, tact, and morality are aspects of character which department of education officials deem important in the selection of superintendents. In addition, there is the indication that the superintendent should have some sort of a basic philosophy of life or a value system to which he can subscribe. The Superintendent of Public Schools in Etobicoke, Toronto, stresses the importance of this when he says:

Today's superintendent needs to be a person with a carefully developed personal philosophy of education The superintendent who wishes to prepare for his role should take the time to analyze and state those things in which he as an educator believes.¹³

As Campbell, Corbally and Ramseyer indicate:

The lack of such a basic philosophy of life may lead to inconsistency in behaviour and can lead to indecision and confusion. These conditions reduce the effectiveness of the administrator.¹⁴

¹³K. F. Preuter, "The Changing Role of the School Superintendent," Canadian Education, (September, 1958), Vol. XIII, No. 4, p. 9.

¹⁴R. F. Campbell, J. E. Corbally, and J. A. Ramseyer, op. cit., p. 271.

It would appear that an assessment of the personality and character of applicants for the superintendency in the various provinces of Canada is arrived at in a variety of ways. Information is gained through interviews with applicants, through visits to the communities in which applicants have resided and been employed, through careful review of references supplied, and through conversations and correspondence with reliable persons who have known applicants.

While no attempt was made to determine the comparative importance of certain personal factors in selection, the extent to which they played a part was investigated. From interviews with deputy ministers and chief superintendents, it would appear that the personal qualities sought in candidates for the superintendency could be stated as follows, and this list is by no means exhaustive: good appearance; moral courage; sound judgment; sense of humour; wisdom; resourcefulness; ability to get along with people; facility in effective expression and communication; ability to command respect and inspire confidence; leadership capacity; and organizing and executive ability.

The personal comments made by the various departmental officials, no doubt, were a reflection of the importance which they attached to personal characteristics, and the following viewpoints were selected as being representative. The Chief Superintendent for Alberta remarked:

The personal qualities are the intangibles that are difficult to define. I suppose that in education we are influenced by the practices of business as we look for

organization men. Certainly, for people who are capable of influencing others, who are acceptable as representatives of the department, we want men with character and integrity and we want them to be respected in the community. We are looking for persons who can get along well with rural people. After you have lived in Alberta for a lifetime you come to know rural people and you come to know small towns, and almost instinctively you know the person who is going to get along well in this situation. . . . The superintendent has to be a good representative of the school system and this means he has to be verbal and articulate. This business of being a superintendent depends so much upon communication, and the person who is successful in the superintendency not only must have ideas, but he must have the ability to present them and he must be convincing. He must have a quality of conviction that carries through to people; he must be able to sit down with a group of school board members, most of whom are farmers or small town businessmen, and he has to earn their respect; otherwise he is not going to succeed. He has to win the respect of teachers, too, and this means he has to display acceptable behaviour in the community. . . . The personal qualities, then, are honesty and integrity and all of the other virtues that are regarded as being desirable amongst leaders. He must have demonstrated leadership capacity with teachers as well as the ability to get along well with people of all types.¹⁵

Regarding the personal qualities to be sought in candidates, the Chief Superintendent of Saskatchewan indicated:

The candidate for the superintendency must have shown some aptitude for administrative functioning as observed in his experience as principal or some similar capacity. Superintendents must demonstrate that they can work with people, teachers, other administrators and the public at large. In other words, they have to be people who can unite the aspirations of the community, the administrative resources of the board, and the professional resources of the staff, in order to produce as effective instructional programme as is possible. I think we have a kind of image of such a person. . . . Our

¹⁵Statement by Dr. T. C. Byrne, personal interview, op. cit.

superintendents have to be good leaders too. In other words, they have to be out in front somewhere so that pointing the way people recognize them as leaders.¹⁶

In stressing the emphasis placed upon personal qualities the Deputy Minister for Manitoba stated:

Inspectors must have qualities of personality which will make them good representatives of the Department of Education where they are stationed. They are the only representatives of the Department that many of the people in their inspectorates may ever know and I want them to be the kind of representatives that people will like and try to co-operate with. This is extremely important. As school inspectors they must exercise statutory and judicial powers and therefore I look for men of sound judgment, but as well, I like them to have warm qualities of personality.¹⁷

In the words of the Deputy Minister of Nova Scotia:

We are looking for a man of tact, judgment, and vision -- a combination of all three. I place great emphasis on the public relations aspect of the inspector's position because he is essentially a co-ordinator, a stimulator, and a public relations man rather than a person who has to go to classrooms to tell teachers to do this or that.¹⁸

The Newfoundland point of view was expressed as follows:

We place great emphasis upon personal qualities because our supervisors are very much in the limelight as they move around Newfoundland. These men must have the ability to get along with people and be able to inspire confidence. It is not always easy in Newfoundland to do this because of the character of our own people. . . . Then, there is the denominational factor to consider. Newfoundland people are generally very religious-minded and they tend to look at the supervisor

¹⁶Statement by Mr. L. Bergstrom, personal interview, op. cit.

¹⁷Statement by Mr. Scott Bateman, personal interview, op. cit.

¹⁸Statement by Dr. H. P. Moffatt, personal interview, op. cit.

from this point of view, also. For instance, if a supervisor in his district did not bother to attend church, there would be a lot of talk and he would not find himself quite as acceptable to these people.¹⁹

In analysing the above comments from the various provincial officials it became rather evident that when investigating the personal qualities of potential candidates for the superintendency these officials were looking for men who had demonstrated leadership or executive capacity and who, in addition, had the ability to get along well with people. While it is not within the scope of this investigation to inquire into the nature or dimensions of leadership, it would appear that the above emphasis as stated by department of education officials bears a close resemblance to a recent classification of leadership styles as developed by the Ohio State University. In the Ohio State Leadership Studies the approach to the topic of leadership was one of examining and measuring performance or behaviour rather than human traits.²⁰ One phase of the studies was aimed at developing an objective method of measuring how a leader carries out his activities. This phase resulted in the construction of the Leader Behaviour Description Questionnaire, an instrument which identified two

¹⁹Statement by Mr. P. J. Hanley, personal interview, op. cit.

²⁰Carroll L. Shartle, "Introduction," Leadership Behaviour: Its Description and Measurement, Ralph M. Stogdill and Alvin E. Coons, editors, (Columbus, Ohio: Ohio State University, 1957), p. 1.

dimensions of leader behaviour called Initiating Structure, and Consideration.

Halpin states:

Initiating structure refers to the leader's behaviour in delineating the relationship between himself and members of the work-group, and in endeavouring to establish well-defined patterns of organization, channels of communication, and methods of procedure. Consideration refers to behaviour indicative of friendship, mutual trust, respect, and warmth, in the relationship between the leader and members of his staff.²¹

Thus, the successful leader is seen as one who has the ability to take the initiative, to plan and organize action, but in so doing to evoke the co-operation of all concerned. As Andrews states:

We all know of administrators who are kindly toward their staff members, who are interested in everyone's problems, who are loved by everyone working under them, but who are not good leaders because they do not stimulate action in their followers. They do not keep things alive and moving in the direction of accomplishing the aims of the school system. Such men, in these terms are high in Consideration but low in Initiating Structure. On the other hand, we all know of those who know exactly what must be done and how to do it, who are full of initiative and action, but who are thoroughly disliked and resented by those who work under them. These men can be described as being high in Initiating Structure but low in Consideration. Part of the secret of being a good leader, then, is to be high in both dimensions.²²

²¹Andrew W. Halpin, The Leadership Behaviour of School Superintendents, (Columbus, Ohio: College of Education, Ohio State University, 1956), p. 4.

²²J. H. M. Andrews, "Recent Research in Leadership," Canadian Education, (September, 1958), Vol. XIII, No. 4, p. 19.

III. HEALTH AS A CRITERION IN SELECTION

It is obvious that good health is a prerequisite to success in almost any endeavour. The work of the superintendent calls for bodily vigour and vitality, and it would seem, therefore, that he should be without serious physical deformities or handicaps, such as defective eyesight, speech, or hearing which might prove impediments that would be difficult to compensate for.

Rees states:

Since heavy demands are made upon his physical resources, the superintendent must have a robust physique.²³

It would appear that the superintendent should have a physical energy to stand a demanding range of activities. Days which begin early in the morning and end very late at night are not uncommon. The superintendent must, therefore, learn how to work at times under considerable pressure with little time for rest. Campbell, Corbally, and Ramseyer emphasize the need for good health when they state:

The forty-hour week is a goal which, at present, seems unrealistic for the administrator. Much of the work of the educational administrator requires that he work with groups of people. This type of work requires the expenditure of much more physical energy than is often realized.²⁴

²³R. E. Rees, "The Challenge of the Rural Superintendency," Canadian Education, (September, 1955), Vol. X, No. 4, p. 11.

²⁴Campbell, Corbally, and Ramseyer, op. cit., p. 265.

Because good health and physical energy appear to be prerequisites for the school superintendent, several writers have expressed the view that a physical examination should be part of the selection procedure. Houseman indicated this but made no statement as to what degree of good health should be considered essential.²⁵ In this regard Campbell comments:

Although physical and mental health and stamina are unquestionably important in an executive, definite standards that could be used in selecting educational leaders are both controversial and difficult to apply.²⁶

In an attempt to determine the extent to which a candidate's health is taken into consideration in superintendency selection, department of education officials were asked to indicate the criterion of physical fitness that their candidates were required to meet. Table XXXI provides these data.

In four of the provinces a candidate's health was of sufficient concern that a physical examination was required as part of the selection procedure. In four other provinces, however, candidates were not required to undergo a physical examination or submit a medical certificate indicating that they were in satisfactory health for the position. Until recently, Ontario required a thorough medical examination as a condition of appointment, but now an X-ray appears to be the only health requirement. Thus, although the literature concerning the

²⁵R. A. Houseman, "Selective Screening for the Administrator of the Future," A Forward Look -- The Preparation of School Administrators, 1970, (ed.) D. Tope. Bureau of Educational Research, University of Oregon, 1960, p. 48.

²⁶R. F. Campbell and R. T. Gregg, (ed.) op. cit., p. 411.

TABLE XXXI

PHYSICAL EXAMINATION REQUIREMENTS FOR SELECTION

	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Physical examination required			X	X		X			X	
X-ray only required					X					
No physical examination required	X	X					X		X	

superintendency is replete with articles expressing the opinion that the position requires an unusual amount of health and vitality, no objective indication of this was required by four provincial departments of education in their selection of superintendents. While thorough health examinations are required for many teaching positions, it would appear that for what is perhaps the most important administrative position in the public school system, such vigilance is not maintained. One is therefore forced to conclude that while department officials desire their appointees to have good health, the steps taken in many cases to ensure this are not as objective as they might be.

IV. RELIGION AS A CRITERION IN SELECTION

Deputy ministers and chief superintendents were asked the question, "Is religious affiliation considered in the selection of a superintendent in your province?" In the provinces of British Columbia, Saskatchewan and Manitoba this factor apparently has no bearing whatsoever on selection or appointment, and candidates for the superintendency are never asked questions regarding their religious affiliation. In several other provinces, however, religion is considered, not for appointment per se, but for placement in a particular area where, by tradition, religion plays a part.

In Alberta the situation was explained by the Chief Superintendent as follows:

The question of religion is not asked of any candidate and it is one that the Minister does not wish to be asked. I believe that this is government policy. However, there

are certain qualifications to this. For instance, there is one division in the province where we endeavour to appoint a French-Canadian who, of course, is a Roman Catholic. Then, there is another division where it is almost imperative that a Mormon be appointed. Apart from these two areas, there is no specific religious requirement for the majority of divisions and counties in the province. I may say, however, that it is easier to place Protestants than to place Catholics. There are some areas where the divisional boards will state that they want as superintendent a Protestant.²⁷

In the province of Ontario it was found that all Roman Catholic elementary separate schools are inspected by provincially-employed Roman Catholic separate school inspectors, and this, therefore, accounts for the comparatively large proportion of Roman Catholics employed on the elementary school inspectorate staff of Ontario. Public school inspectors in this province, however, are all non-Catholic, and among the secondary school inspectors religious affiliation has no bearing at all, upon appointment. Therefore, apart from the separate schools where the inspector must be Roman Catholic, there are no restrictions regarding religion in considering appointments to the provincial service in Ontario. However, if a board of trustees makes a stipulation or indicates a preference regarding the religion of its inspector, every endeavour is made to meet this request.²⁸

In the three Maritime provinces, while religious affiliation is not a consideration in selection or appointment per se, it does play a

²⁷Statement by Dr. T. C. Byrne, personal interview, op. cit.

²⁸Dr. F. S. Rivers, personal interview, op. cit.

major part in the assigning of certain inspectors to particular areas. In these three provinces it is the practice to appoint Roman Catholic inspectors to those areas where the population is predominantly Roman Catholic. To these particular areas, also, where many people are bilingual, departments of education usually assign an inspector who has facility in both the English and the French language. It would appear, then, that in these provinces a conscious effort is made to employ on the provincial staff a certain number of bilingual inspectors, who will usually be of the Roman Catholic faith, in order to accommodate the wishes of certain communities.

Because of the denominational character of the education system in Newfoundland, religious affiliation is a major consideration in the selection, appointment and placement of all school district supervising inspectors. At the time of writing, the denominational distribution of supervisors allowable under the Act was Roman Catholics, 7; United Church, 7; Anglican, 7; Salvation Army, 7.²⁹

In the Questionnaire, superintendents were requested to indicate their religious affiliation and Table XXXII presents these data. The distribution included seventeen different denominations and appeared to conform in a general way with the religious affiliation of the country as a whole which is presented in Table XXXIII.

The fact that Quebec was not included in this research study, no doubt, accounts for some of the major differences in the two

²⁹Mr. P. J. Hanley, personal interview, op. cit.

TABLE XXXII

RELIGIOUS AFFILIATION OF CANADIAN SUPERINTENDENTS 1961

Religious Denomination	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
United Church	55.3	66.7	64.2	70.5	45.6	50.0	35.7	14.3	23.5	53.0
Roman Catholic	2.1	7.9	9.0	2.3	30.6	33.3	28.6	42.9	35.3	19.2
Anglican	27.7	4.8	4.5	13.6	8.3	16.7	7.1		35.3	10.8
Presbyterian	6.4		6.0	2.3	9.8		14.3	14.3		6.5
Lutheran	2.1	3.2	6.0	4.5	1.0					2.4
Baptist	2.1	1.6			3.0		14.3	14.3		2.2
Ukrainian Greek Orthodox		4.8	1.5	4.5						1.3
Ukrainian Greek Catholic		1.6	4.5	2.3						1.1
Other denominations		4.8	3.0		2.1			14.3	5.9	2.4
None	4.2	4.8								1.1
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE XXXIII

PRINCIPAL RELIGIOUS DENOMINATIONS OF THE CANADIAN POPULATION
FOR THE CENSUS YEAR 1951³⁰

Religious Denomination	Percentage of Population
United Church	20.5
Roman Catholic	43.3
Anglican	14.7
Presbyterian	5.6
Baptist	3.7
Lutheran	3.2
Ukrainian Greek Catholic	1.4
Greek Orthodox	1.2
All other	6.4

³⁰ Adapted from Dominion Bureau of Statistics, Canada Year Book 1961.
(Ottawa: Queen's Printer, 1961), Table 15, p.164.

tables, particularly with regard to the proportion of Roman Catholics. While 78.6 per cent of the superintendents were Protestants, 53.0 per cent indicated that their religious denomination was the United Church, and supporters of this denomination were found in all nine provinces in significant numbers. The next largest single denomination represented was Roman Catholic, and members of this religious faith were found in every province, although the proportion of Roman Catholics, was greatest in Ontario and the Atlantic Provinces, where the ratio was found to be 31.2 per cent Roman Catholic, and 68.8 per cent Protestant. In the four western provinces, however, it was found that of the 221 superintendents, 90.4 per cent were Protestant, while only 8.1 per cent were of the Roman or Ukrainian Greek Catholic faith. As well as the other denominations represented in Table XXXII, a small number of superintendents (2.3 per cent) indicated their religious affiliation as the following: Unitarian, Mennonite, Church of Christ, Salvation Army, Christian Science, Associated Gospel, Mormon and Jewish.

V. POLITICS AS A CRITERION IN SELECTION

During certain periods in the history of North America it would appear that politics have played no small part in the selection, appointment and tenure of school inspectors. Where this occurred, it may be reasonable to conclude that many persons who held such positions probably paid more attention the demands of the powers responsible for their selection than they did to the management of their school systems.

Educational authorities would perhaps agree that school superintendents should at least be free from party responsibility, if not from political influence or bias. In the United States today, one of the factors which perhaps militates against the selection of the most capable individual for the position of chief state school officer is that in some states he is elected by popular vote. It would be unreasonable to expect the actions of the chief school officer to be wholly non-partisan when he gains his office by political election. Such a method does not appear to be fair either to the official or to the public in general. It has been found that popular election tends to limit the field of selection, for in most cases, nominations for the office are confined to members of political parties. Furthermore, it is difficult for the elected chief state school officer to devote his full energies to the professional advancement of the state educational programme. He would be unwise, it seems, if he hopes to be re-elected, to ignore the need for devoting time and attention to the planning and the prosecution of a suitable campaign. Under such conditions, therefore, one wonders how chief state school officers can devote their best energies to the promotion of education. How can the state hope to secure the most capable individual available? The disadvantages of this method of selection are therefore apparent.

Now while it would appear that political organizations do not wield as much control in selecting candidates for the position of city superintendent of schools in the United States as they once did, the

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superintendent of one of the larger industrial cities saw fit to state the following in a professional magazine:

I want to outline some of the conditions today which ought to be understood by intelligent citizens if the position of superintendent of schools in the large cities is not to be the worst job in America, remaining attractive only to the political and selfish opportunist who is alike impervious to professional ideals and the needs of American children. In some cities the job in all of its ramifications has already become more political than professional--and the word political is used in its worst sense.³¹

In an effort to ascertain the extent to which there might be political influence or interference in the selection and appointment of provincial inspectors in Canada, deputy ministers and chief inspectors were questioned.

As indicated in a previous chapter, the final selection of new inspectors tends to be largely dependent upon the decision of chief inspectors and deputy ministers. Once the selections have been made by these officials, the ministers of education are presented with the names of recommended candidates for appointment. While it is true that the decision of the minister of education is final, he tends to act on the recommendation of his chief superintendent or deputy minister. Typical of the comments from chief superintendents regarding this practice was the following:

The Minister, of course, reserves the right to approve or disapprove an appointment. The fact that

³¹Henry H. Hill, "Are City School Superintendents Expendable?", The American School Board Journal, (May, 1949), p. 25.

he has always acted on my recommendation, I suppose, reflects a certain caution on the part of the Chief Superintendent, or it may reflect a certain confidence that the Minister has in the decisions and recommendations of the Chief Superintendent.³²

In eight of the nine Canadian provinces concerned the department of education officials interviewed were most emphatic that political affiliation had no bearing whatsoever on the appointment of provincial superintendents. In these provinces the question of political affiliation is not asked. As the Deputy Minister for Manitoba indicated:

We do not know the political affiliation of our men. I can not tell you the politics of a single inspector on my staff; neither can any of them tell you what my political convictions are.³³

Further comments of the Chief Superintendent from Alberta in regard to the possibility of political interference were of interest:

The Minister of Education has on two or three occasions suggested certain names to me as possible candidates for the superintendency. His suggestions have come via Members of the Legislature who have in turn been approached by certain principals in the province. Now, this is a legitimate method of getting in touch with people. However, in these cases, invariably I find that the people are lacking certain qualifications. Either their scholastic record is very pedestrian, or in the opinion of professional people they are not particularly competent. Therefore, I have not accepted the suggestions of the Minister and I have not put forward their names for appointment. I have simply indicated to the Minister that in my judgment this particular candidate is not suitable for certain reasons

³²Statement by Dr. T. C. Byrne, personal interview, op. cit.

³³Statement by Mr. Scott Bateman, personal interview, op. cit.

At no time has there been any pressure put on me from the Minister to appoint such a man.³⁴

Only in the province of Prince Edward Island were there any indications that there was influence of a political kind on the appointment of school superintendents. As the Deputy Minister for that province stated:

I must say that we are not entirely devoid of politics yet in the making of appointments to the government service. If there is pressure to appoint a certain man and it is the right type of political pressure, then, in our province, the wrong man could be appointed, and this has happened We have no Civil Service Commission in our province yet, although we are working towards it, and I think it will be in effect next year.* Once this is established, I would hope that politics could be abolished in the making of appointments.³⁵

In two instances only did superintendents themselves in their returned questionnaires indicate that people with political power had had some influence in their appointment. One inspector from Nova Scotia stated:

I was contacted by a Member of the Provincial Cabinet who told me that shortly there would be an advertisement appearing in the provincial Press. This Cabinet Member stated that if I was interested in the position he would be prepared to recommend me. He was a former member of the school board in the district where I had been principal.

³⁴Statement by Dr. T. C. Byrne, personal interview, op. cit.

*At the time of writing no Civil Service Commission had been appointed in Prince Edward Island.

³⁵Statement by Dr. M. McKenzie, personal interview, op. cit.

A superintendent from Prince Edward Island said:

The position was vacant and I was asked by a very politically influential friend of mine in the province to take it. I was not looking for the position, particularly, but accepted it as I felt that I could make a success of it.

SUMMARY OF CHAPTER X

As a result of interviews and discussion with department officials it would appear that in no province has the criterion of intelligence, as measured by any kind of standardized test, been considered in the selection of superintendents. However, it is true that university transcripts are examined in certain instances and these may well contain certain test data. Again, the emphasis that certain provinces place upon the minimum of one year of post-graduate study implies, perhaps, some standard of measure in this regard.

An assessment of the personality and character of applicants for the superintendency appears to be arrived at in a variety of ways in the various provinces of Canada. While no attempt was made to determine the comparative importance of certain personal factors in selection, the extent to which they played a part was certainly investigated. It would appear that among the qualities to be sought in potential candidates for the superintendency are the following: moral courage; sound judgment; a sense of humour; vision; resourcefulness; an ability to get along with people; facility in effective expression and communication; an ability to command respect and to

inspire confidence; leadership capacity; and organizing and executive ability.

Only in four of the provinces, (Saskatchewan, Manitoba, New Brunswick and Newfoundland), does a physical examination constitute a requirement for selection. In the remaining provinces candidates are not required to undergo a physical examination or submit a medical certificate indicating that they are in satisfactory health for position.

In the provinces of British Columbia, Saskatchewan, and Manitoba, the religious affiliation of a superintendent is reported to have no bearing whatsoever on his selection or appointment, and candidates for the superintendency are not asked questions regarding their religious persuasion. In several other provinces, however, religion is a consideration, not for appointment per se, but for placement in a particular area where by tradition, religion plays a part. In Newfoundland, religious affiliation is a major consideration for appointment.

Finally, in eight of the nine provinces participating in this study the department of education officials interviewed were most emphatic that political affiliation had no bearing whatsoever on the appointment of provincial superintendents. In one province, however, an official gave indications that there was influence of a political kind in appointments.

CHAPTER XI

REASONS FOR ENTERING THE SUPERINTENDENCY OR INSPECTORATE SERVICE

What encourages a man to enter the school superintendency or inspectorate service? In personal interviews deputy ministers and chief superintendents were asked the following questions: "What do you think are the reasons that men become superintendents?" "What is it that attracts a man to this position?"

In his reply to these questions the Deputy Minister of Education for British Columbia stated:

I think one of the reasons is that some of our men become a little bored being just principals. They tend to become a little fed up doing the same thing year after year as principals in the same locality. These fellows seem to need a challenge and want to go on to something else. . . . It certainly isn't the money that attracts our men into the superintendency, for many of them take quite a large decrease in salary to join our staff. One man, for example, took a cut of three thousand dollars. Another reason that they like to join the Civil Service, is that there is more prestige to the position. As a superintendent, a man operates on a wider and broader scale; his sphere of influence has been broadened and increased.¹

The Chief Superintendent for Alberta replying to these questions stated:

I think that one of the factors that attracts men to the superintendency is the high regard which people have for the position itself. If you have lived in a small Alberta town and worked in a school division you soon become aware of this. I think that the Department of Education superintendent over the years has enjoyed

¹Statement by Dr. F. J. K. English, personal interview, op. cit.

a status in education. He may not have always earned the stature given to him, but nonetheless, it is true that in Canadian education this position is highly regarded, and despite the fact that it has been paid rather poorly in comparison with that for principals (although this has improved now), it has retained its stature. It appears that in education the administrator is regarded as a more significant person, and the superintendent, of course, is regarded in this way by the public and by the teaching staff. I think it is this that attracts people to the superintendency. They want to occupy a position of leadership, and they want the personal rewards that go with occupying a job of this type, and I think that this is a stronger force than money. If a man really wants this type of position he will take a \$2,000 - \$2,500 cut in salary, and the only explanation for this must be that he feels the position will be very rewarding to him and will give him a feeling of importance.²

Questioned on the same point, the Chief Superintendent of Saskatchewan stated:

We occasionally ask this same question of new applicants during their interview. I think that my assessment would be that those who want to become superintendents see the superintendency as a new challenge to them. It is something different to do and most of them consider it a position of more scope, more responsibility, and perhaps more opportunity than the principalship from which most of them have come. Some of them, I think feel that they can make a better contribution to education through the peculiar operations of a superintendent than they can as a principal. I think a few of them are impressed by the prestige of the position. However, I believe, some others are applicants for the superintendency simply because they are tired of teaching, and I have been told this by one or two as I pursued them on the matter.³

²Statement by Dr. T. C. Byrne, personal interview, op.cit.

³Statement by L. H. Bergstrom, personal interview, op.cit.

In reply to these questions the Deputy Minister of Education for the province of Manitoba remarked:

The position of inspector offers a man a broader field of activity. It offers him perhaps a greater degree of security, and there is a high degree of prestige attached to the position.⁴

From the Director of Education for the province of Ontario came this comment:

I think that this is a difficult question to answer. In the main, perhaps, it is human nature to try to get more prestige and more salary, and, after all, appointment to the Department of Education as an inspector represents for most a promotion. Prestige, more salary and promotion, I think, are the reasons for entering the superintendency.⁵

From the Deputy Minister of Education for the Province of New Brunswick came this answer:

Our men certainly do not enter the superintendency for salary, because they receive less salary than principals of large urban high schools. I think that the superintendency position demands and gives a larger scope for the development of the individual's personality and initiative.⁶

The Chief County Superintendent of New Brunswick when asked this question replied:

The last man that we hired as a superintendent had been the principal of the school at _____.

⁴Statement by Mr. Scott Bateman, personal interview, op. cit.

⁵Statement by Dr. F. S. Rivers, personal interview, op. cit.

⁶Statement by Dr. F. E. MacDiarmid, personal interview, op. cit.

He came to us taking a salary reduction of \$1,500 and as far as he was concerned, it was the challenge and the opportunity to play what he thought was a more significant part in the development of education that attracted him to the position.⁷

In discussing the reasons why men become inspectors in Nova Scotia, the Deputy Minister of Education stated:

Firstly, the office has a very high prestige dating back into the early nineteenth century when it was first created. The inspector of schools was the official and he was a very important person in the local community. He did and still does have extensive statutory powers. For example, the Deputy Minister as such does not appear anywhere in the statutes in the Education Act, but the school inspector does, and he has definite powers assigned to him by law. These powers are stated specifically in the Act and in the Regulations. Secondly, inspectors are the people who like to plan, manipulate and organize things in order to effect progress. This exercise of power, either for its own sake, or because of dedication to the aims or to the ends to be achieved, is perhaps what attracts some men.⁸

Replying to these questions the Deputy Minister of Education for Prince Edward Island remarked:

I think the main reason is that a man chosen as a superintendent has a greater degree of freedom for one thing, and is pretty much his own boss for another. This freedom of action, I think, is an attractive feature of the position. Our men have a job to do and they know that they must do it within a certain time limit. There is also the fact that there is a certain amount of prestige attached to

⁷Statement by Dr. R. H. Chapman, personal interview, September 19, 1962.

⁸Statement by Dr. H. P. Moffatt, personal interview, op. cit.

the position. Then, too, there is the opportunity for advancement to a Teachers' College or to the position of Deputy Minister of Education itself. It certainly is not the salaries that attract our men.⁹

Questioned as to why men are attracted to the position of District Supervising Inspector, the Deputy Minister of Education for Newfoundland answered:

The salaries offered for the position, I think, attract many of the younger men. Many of these young men have been earning salaries of around about \$4,000 a year as teachers. As supervisors they start off at \$5,800 and that is quite a jump. However, once they are earning a certain salary in the field we are unable to attract them, because these senior teachers, once they become principals of fairly large schools, are earning as much, or more, in ten months as the Supervisor can earn in twelve months. . . . Apart from the salaries and the prestige attached to the position, I do not know what other reasons there might be.¹⁰

From the evidence gathered in the preceding paragraphs, deputy ministers of education and chief superintendents are of the opinion that the prestige of the position, the degree of freedom of action afforded, the challenge of the job itself, the increased sphere of influence, and increased scope of activity, as well as the opportunity for leadership, are the important reasons why men enter the superintendency or are attracted to it. In most of the provinces these department of education officials indicate that it is certainly not the salaries that attract men to the position.

⁹Statement by Dr. M. McKenzie, personal interview, op. cit.

¹⁰Statement by Mr. J. P. Hanley, personal interview, op. cit.

However, officials in two of the provinces did consider that the salaries offered are reasons of some importance for certain applicants.

There are, no doubt, many reasons why men become school superintendents or inspectors. In Part IV of the Questionnaire, therefore, superintendents and inspectors were asked to indicate their reasons for entering the superintendency or inspectorate service. From a prepared list of fourteen factors, each of which could possibly have influenced their decision to become a superintendent or inspector, respondents were asked to check items according to their degree of importance as follows:

- 2 - The factor was very important in my decision to become a superintendent or inspector.
- 1 - The factor was of some or moderate importance.
- 0 - The factor was of no importance or was not applicable to my situation.

In this way it was possible to derive a ranked order for these factors, as well as a weighted score for each according to its degree of importance. Tables XXXIV and XXXV present these data. Appendix G contains the individual tables* from which the consolidated Tables XXXIV and XXXV were derived.

Respondents were also invited to state reasons other than

*Tables G-I - G-XIV inclusive.

TABLE XXXIV

THE REASONS FOR ENTERING THE SUPERINTENDENCY OR INSPECTORATE
RANKED ACCORDING TO THEIR DEGREE OF IMPORTANCE

Reasons	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
The variety of work that the position affords appealed to me	1	1	1	1	1	1	1	3.5	2	1
Because of a desire to serve education in this capacity	2	2	2	2	2	2	2	1.5	2	2
I desired a position where I could exert more influence or effect more change	3	5	3	7	3	3	4	3.5	7.5	3
I enjoy being a leader	5	4	4	5	4	4	7	5.5	5	4
Because of the prestige that goes with this position	8	6	5	6	5	5	5.5	7	7.5	5
A Department official asked me to join the superintendency or inspectorate staff	6	3	7	3.5	7	11	3	5.5	4	6
One of my former superintendents or inspectors encouraged me to apply	4	7	8	3.5	8	6.5	9.5	9	9.5	7
Because of financial considerations	13	9	6	8	6	6.5	5.5	1.5	2	8
I wanted a change from what I was doing	7	10	10	9	9	8.5	9.5	9	6	9
As a stepping stone to a further position of an educational nature	11	8	9	10	11	10	13	9	9.5	10
I did not enjoy a subordinate role in education	9	12	11	11	10	8.5	11	13	11	11

TABLE XXXIV (continued)

Reasons	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
I received encouragement from university professors	12	11	12	12	12	12	8	11	13.5	12
I was tired of teaching	14	13	13	13	13	13.5	14	13	12	13
I was tired of being principal	10	14	14	14	14	13.5	12	13	13.5	14

TABLE XXXV

THE REASONS FOR ENTERING THE SUPERINTENDENCY OR INSPECTORATE
WEIGHTED ACCORDING TO THEIR DEGREE OF IMPORTANCE

Reasons	Weighted Scores by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
The variety of work that the position affords appealed to me	1.77	1.68	1.67	1.66	1.64	1.58	1.79	1.14	1.29	1.65
Because of a desire to serve education in this capacity	1.68	1.49	1.50	1.59	1.57	1.50	1.43	1.29	1.29	1.54
I desired a position where I could exert more influence or effect more change	1.28	1.21	1.26	.98	1.22	1.33	1.07	1.14	5.9	1.18
I enjoy being a leader	1.13	1.22	1.20	1.05	1.11	1.25	.93	7.1	.94	1.12
Because of the prestige that goes with this position	.85	1.14	1.00	1.02	.93	1.00	1.00	.57	.59	.96
A Department official asked me to join the superintendency or inspectorate staff	.94	1.33	.64	1.09	.89	.33	1.14	.71	1.00	.93
One of my former superintendents or inspectors encouraged me to apply	1.21	.86	.56	1.09	.87	.67	.43	.43	.41	.84
Because of financial considerations	.17	.62	.98	.85	.90	.67	1.00	1.29	1.29	.81
I wanted a change from what I was doing	.91	.56	.44	.77	.56	.50	.43	.43	.71	.60
As a stepping stone to a further position of an educational nature	.21	.67	.53	.34	.33	.42	.21	.43	.41	.40

TABLE XXXV (continued)

Reasons	Weighted Scores By Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
I did not enjoy a subordinate role in education	.43	.29	.36	.29	.43	.50	.36	.00	.29	.38
I received encouragement from university professors	.19	.33	.27	.24	.26	.25	.64	.29	.12	.27
I was tired of teaching	.04	.11	.06	.21	.14	.00	.07	.00	.24	.12
I was tired of being principal	.32	.06	.04	.14	.09	.00	.29	.00	.00	.11

those listed for entering the provincial service as superintendents or inspectors, and these, too, have been recorded.

The reason ranked first in its importance for entering the superintendency or inspectorate service was "The variety of work that the position affords appealed to me," and this particular reason received a weighted score of 1.65. In seven of the nine provinces this reason was ranked first in its degree of importance. A total of 71.1 per cent of the superintendents considered this factor to be of much importance, and a further 21.6 per cent considered it to be of some importance in their decision to enter the superintendency (See Appendix G, Table G-I).

The reason, "Because of a desire to serve education in this capacity," was ranked second, and received a weighting of 1.54. There was a consistency in all provinces in the second-place ranking for this factor, and altogether, 91.6 per cent of the superintendents attached importance to this as a reason for entry into the superintendency.

Ranked in third position with a weighted score of 1.18 was the reason, "I desired a position where I could exert more influence or effect more change." A total of 79.3 per cent of the superintendents considered this to be a factor of importance (See Appendix G, Table G-III).

The remaining reasons ranked according to their degree of importance were as follows: (The weighted score for each reason

appears in brackets, and in Appendix G, tables G-IV to G-XIV inclusive, further detailed information relating to these reasons may be found.)

Ranked fourth, "I enjoy being a leader," (1.12).

Ranked fifth, "Because of the prestige that goes with the position," (0.96).

Ranked sixth, "A Department official asked me to join the superintendency or inspectorate staff," (0.93).

Ranked seventh, "One of my former superintendents or inspectors encouraged me to apply," (0.84).

Ranked eighth, "Because of financial considerations," (0.81).

It was interesting to note that many of the superintendents appointed more than twenty years ago reported that financial considerations were of much importance in their decision to enter the superintendency. Salary increases of fifty per cent upon entry into the superintendency were reported by some respondents. However, superintendents appointed in the last decade, and, in particular, those from the four Western provinces as well as Ontario, reported that the salaries offered to superintendents and inspectors in the provinces tended to act as a deterrent rather than an incentive.

Ranked ninth, "I wanted a change from what I was doing," (0.60).

Ranked tenth, "As a stepping stone to a further position of

an educational nature," (0.40).

Ranked eleventh, "I did not enjoy a subordinate role in education," (0.38).

Ranked twelfth, "I received encouragement from university professors," (0.27).

Ranked thirteenth, "I was tired of teaching," (0.12).

Ranked fourteenth, "I was tired of being a principal," (0.11).

Superintendents were invited to list other reasons for entering the superintendency and these have all been included in Table XXXVI under the category, "Additional Reasons for Entering The Superintendency or Inspectorate." From among the nine provinces there was a great variation in the number of additional reasons stated, and in the majority of instances these additional reasons were regarded as being of "much importance," to superintendents. A total of 26.1 per cent of the respondents listed additional reasons which were of much importance, while a further 4.3 per cent indicated additional reasons which were of some importance only (See Appendix G, Table G-XV).

Additional reasons for joining the superintendency were stated in large numbers by the respondents from certain of the Canadian provinces. A total of 66.7 per cent of the New Brunswick superintendents, 50.0 per cent of the Nova Scotia inspectors, and 47.1 per cent of the Newfoundland supervisors listed additional

TABLE XXXVI

ADDITIONAL REASONS FOR ENTERING THE SUPERINTENDENCY OR INSPECTORATE

	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Security in the position		3.2	3.0	20.5		8.3			5.9	3.2
Challenge of the position	4.2	1.6	1.5	4.5	3.6	8.3	7.1			3.2
It was my ambition and ultimate goal. My training was directed to this end.				2.3	5.7	16.7	7.1			3.2
Better superannuation or pension benefits			10.4	2.3						1.7
Little opportunity for advancement where I was		1.6	1.5	2.3	1.6				5.9	1.5
To be removed from criticism of boards			3.0	2.3	1.6				5.9	1.5
Feeling of independence or freedom of action		3.2		2.3	1.6					1.3
A desire to assist teachers				2.3	2.1	8.3				1.3
I wanted this wider experience				2.3	2.1					1.1
I enjoy administration	2.1	4.8	1.5							1.1
I had been a supervisor and this is the customary method of entry							28.6			0.9
The influence and example of a former inspector		1.6			1.6					0.9

TABLE XXXVI (continued)

	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
My former position was no longer available					1.6					0.6
Other additional miscellaneous reasons	6.4	7.9	7.5	2.3	8.8	25.0	7.1	14.3	29.4	8.8
Total percentage of respondents indicating additional reasons	12.8	23.8	28.4	43.2	30.1	66.7	50.0	14.3	47.1	30.4
Total number of respondents	47	63	67	44	193	12	14	7	17	464

reasons. From Manitoba, 43.2 per cent of the respondents listed additional reasons, while the percentages from Ontario and Saskatchewan were 30.5 and 28.4 respectively. From across Canada, 141 additional reasons for entering the superintendency service were listed.

The data which appear in Table XXXVI were arrived at after having grouped all reasons stated by superintendents within particular classifications. It would appear that the reasons for entering the superintendency which were mentioned with the greatest frequency were as follows:

"Security in the position."

"Challenge of the position."

"It was my ambition and ultimate goal. My training was directed to this end."

Of the nineteen additional reasons for entering the inspectorate service stated by inspectors from Manitoba, it was of interest to record that nine of these (47.4 per cent) mentioned the security of tenure, or the promise of greater security in the later years of life, as being reasons of much importance governing their decision. From the Saskatchewan superintendents also, came a total of nineteen additional reasons, and seven of these (36.8 per cent) made reference to the better superannuation benefits, the greater retirement security, or the fact that at the time of entering the superintendency, the Civil Service superannuation

scheme was superior to that of the teachers.

Apart from these two particular instances, it would appear that there were no highly significant observations to be made from the additional reasons listed by respondents of other provinces. Because of the varying, and often individual nature of the many additional reasons listed, it became necessary to simply classify a great proportion of these within the one category, "Other miscellaneous reasons."

SUMMARY OF CHAPTER XI

In this chapter an attempt has been made to determine the reasons why men enter the school superintendency or inspectorate service.

Deputy ministers of education and chief superintendents were of the opinion that it was the prestige of the position, the degree of freedom of action afforded, the challenge of the job itself, the increased sphere of influence and scope of activity, as well as the opportunity for leadership, that were the important reasons why men entered the provincial service as superintendents.

In the Questionnaire, superintendents were asked to indicate their reasons for entering the provincial superintendency or inspectorate service. From a prepared list of fourteen factors each of which could possibly have influenced their decision to become a superintendent or inspector, respondents were asked to check each item and assign, to each, a weight according to its degree of importance. In this way it

was possible to arrive at a weighted score for each of these factors, as well as a rank order of them according to their degree of importance.

"The variety of work that the position affords appealed to me," was ranked first in importance by Canadian superintendents as the reason for their entering the provincial superintendency service. In seven of the nine provinces concerned, this particular reason was ranked in first place, and 92.7 per cent of the entire superintendency force considered this factor to be of importance in their decision to become a superintendent.

The reason, "Because of a desire to serve education in this capacity," was ranked second, and 91.6 per cent of the participants considered this to be a factor of importance governing their decision to enter the field.

Ranked in third place was the reason, "I desired a position where I could exert more influence or effect more change," which 79.3 per cent of the superintendents and inspectors considered to be of importance. "I enjoy being a leader," was the reason ranked fourth, and was regarded as being of importance by 81.5 per cent of the superintendents and inspectors. In fifth place was the reason, "Because of the prestige that goes with the position," and 75.0 per cent of the participants attributed importance to this factor.

The next three reasons listed were each considered to be of importance in their decision to enter the service by more than half of the superintendents participating in this study. They are ranked as

follows:

"A Department official asked me to join the superintendency or inspectorate staff." "One of my former superintendents or inspectors encouraged me to apply." "Because of financial considerations."

A total of 48.1 per cent attached importance to the reason, "I wanted a change from what I was doing," and for one-third of the superintendents, entering the provincial service was to some extent, regarded "As a stepping stone to a further position of an educational nature." Another 29.7 per cent of the respondents considered the reason, "I did not enjoy a subordinate role in education," as being important in their decision. The other reasons listed as possible incentives appeared to be of little significance.

Participants in this study, however, were also invited to list other reasons of their own for entering the superintendency. About one-third (30.4 per cent) of the respondents mentioned additional reasons which they considered to be of importance in arriving at their decision.

An analysis of these additional reasons revealed that those mentioned with the greatest frequency were as follows:

"Security in the position."

"Challenge of the position."

"It was my ambition and ultimate goal. My training was directed to this end."

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